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REPORT  
ON THE  
ADMINISTRATION

OF THE  
UNITED PROVINCES  
OF AGRA AND OUDH

1920-1921.



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# REPORT ON THE ADMINISTRATION

OF THE

## UNITED PROVINCES OF AGRA AND OUDH,

1920-21.

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### PART I.

### GENERAL SUMMARY.

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#### INTRODUCTORY NOTE.

THE year to which the following general summary relates is in the main the financial year from the beginning of April, 1920, to the end of March, 1921. The summary is necessarily based, however, on the reports received from each department of the administration, and the period reviewed in these reports varies. The report of the Board of Revenue covers the year ending on the 30th September, 1920, while that of the Agricultural department relates to the year ending on the 30th June, 1921; the Police year closed on the 31st December, 1920, and the report of the Sanitary Commissioner deals with the same period; the Excise and Income-tax year is the same as the financial year ending on the 31st March, 1921. It has now been decided that the period dealt with in the report of the Forest department, which has hitherto covered the year ending on the 30th June, shall coincide with the financial year; consequently the period dealt therein this year extends only from the end of June, 1920, to the end of March, 1921. A supplementary chapter for the period from April to December, 1921, based chiefly on material furnished by Heads of departments is appended to this summary, but in the absence of detailed reports for this period little more can be attempted than a statement of general conditions and tendencies.

#### GENERAL CONDITIONS.

1. During the first few months of the year 1920-21 the weather was favourable and hopes were entertained that the provinces would be able to recover completely from the scarcity of 1918. April was practically rainless and seasonable for harvesting operations. Rainfall in May and June was above the normal in most parts of the province, while heavy and continuous rain was received in July everywhere except in the Bundelkhand division. In August the falls, though general in the first half of the month, were scanty afterwards and only in a few eastern districts was the subsequent rainfall sufficient for requirements. The failure was most pronounced in the western districts, while among the eastern districts the Benares and Gorakhpur divisions fared better than the rest. From September to the end of December there was practically no rain anywhere, and it was not till the third week in January that there was a general fall which was well distributed and proved of much value to the standing crops. In February there were only scanty showers, and the month of March was again practically rainless and the first part marked by strong westerly winds and high temperatures.

Weather.

**Crops.**

2. The early withdrawal of the monsoon, together with westerly hot winds which prevailed in October, severely affected the kharif crops in the unirrigated tracts, and the average yield of all crops for the province as a whole was only 62 per cent. The area under cultivation declined, however, by only 3 per cent. as compared with the previous year. Rabi sowings commenced somewhat later than usual in the hopes of rain and agricultural operations were retarded in some districts by lack of moisture. The result was a decline in the rabi area by 12 per cent. On the other hand the outturn was better than the kharif, the yield for the province for all crops being estimated at 75 per cent. of the normal: the wheat outturn was 82 per cent., barley and *ajhar* 84 per cent. and gram 81 per cent.

3. Prices remained almost stationary up to the end of August, when the cessation of the monsoon began to cause apprehensions regarding the kharif harvest. The prices of all food-grains then rose rapidly. There was a downward tendency again in the months of January and February owing to the impending advent of new grain into the market, but the strong westerly hot winds in March once more turned the scale. Wheat rose in price during the year from  $6\frac{1}{4}$  to  $5\frac{1}{2}$  seers to the rupee; barley from  $9\frac{1}{2}$  to  $8\frac{1}{4}$ ; gram from 8 to  $6\frac{3}{4}$ , and *juar* from  $10\frac{1}{2}$  to  $7\frac{3}{4}$ . On the other hand maize, which stood at  $8\frac{1}{2}$  seers in October, had fallen to 10 seers by the following February, and rice, which was 4 seers at the beginning of the year, had dropped to 5 seers at its close. The prices of fodder continued to range high. *Juar* stalks fetched fancy prices and *bhusa* sold well even at harvest time.

## AGRICULTURE.

**Future development**

4. An outline was given in last year's report of the scheme for the re-organization and development of the Agricultural department. A start has been made in carrying out the scheme, but shortage of recruitment and the high price of machinery continued to check the rate of progress. Only three new officers were added to the provincial staff of the Indian Agricultural Service during the year, one being appointed Entomologist and the other two Deputy Directors. There were no surplus Deputy Directors available to carry out the scheme of expanding the present four circles into ten. It is hoped, however, to open three new circles at an early date. Twelve new posts were sanctioned during the year for the Provincial Agricultural Service, and twenty new posts for the Subordinate Agricultural Service. The Agricultural Engineer's staff has also been strengthened by the addition of a second Agricultural Engineer and three assistants.

**Research.**

5. Research work on cotton, sugarcane, and wheat continued. As regards cotton, reliable information regarding the probable trend of the market in India and abroad is essential and much will depend on the advice and information supplied by the Indian Central Cotton Committee. The research farm at Raya in the Muttra district is now fully equipped and in working order. The appointment of a botanist for the special study of indigenous cottons has been sanctioned. The report of the Indian Sugar Committee has been received since the close of the year. The Committee have approved the lines on which research work is being conducted in this province and have made a large number of suggestions. The experiments.

which have been made at Shahjahanpur show that there is no reason why the yield of cane in this province should not be doubled. The use of improved varieties of wheat continues to spread rapidly among the cultivators. The number of seed dépôts where the best varieties of seed can be obtained is being steadily increased and it is proposed eventually to establish a seed dépôt in every tahsil.

6. The number of applications received for admission to the Cawnpore Agricultural College shows that the demand for agricultural education is steadily growing and that the value of this education is appreciated by landowners. During the year the Government appointed a committee to consider the question of affiliating the College to the Allahabad University. The Committee's report is at present under consideration, but it is in any case intended to alter the present system under which two different types of agricultural education are given at the College. The present two years' course which combines school work with agricultural training does not require the costly equipment and staff necessary for a university degree course and can be carried out equally well and far more cheaply at agricultural schools. It is proposed to re-organize the school at Bulandshahr to meet this need, and it is hoped in the course of the next few years to establish several more agricultural schools, the equipment and training in which will be based on the experience gained at Bulandshahr.

Agricultural  
education.

7. The progress made with the construction of tube wells during the year was disappointing, mainly owing to the fact that engineering material has risen enormously in price and is very difficult to obtain. The success of tube wells in this province has been established and the demand for such wells is at present altogether beyond the powers of the Agricultural department to satisfy. A large grant for equipment and for the building of a workshop is being made and it is hoped that before long the Agricultural Engineer will be in a better position to satisfy this demand. The expansion of the staff of the engineering section which was sanctioned during the year has made it possible to increase the assistance given to zamindars. The necessity for a district engineering staff for the regular inspection of the machinery given out by the department, to give instruction in its use and to arrange for simple repairs, has long been felt; and although the complete organization proposed is not yet possible, a beginning has been made.

Engineering.

#### PUBLIC WORKS.

8. Last year the activities of the Public Works department were restricted not only by financial stringency but also by difficulties due to shortage of transport and staff. The year now under review witnessed some amelioration of the latter condition only. Rates, far from being stable, advanced still further, and the scarcity of labour and carts coupled with enhanced prices of all kinds of materials were reflected in the great difficulties experienced in executing both works and repairs. The greater portion of the expenditure of about Rs. 30 lakhs under the head of provincial works was devoted to educational needs and the construction of buildings required for the provincial administration. As regards communications fair progress was made despite the difficulties alluded to. It is expected that the cart-road from Bhatrojkhan on the Ranikhet-Ramnagar road and Ganai in the Almora district will be completed in the current year. An important project

Buildings and  
Roads.



has been drawn up for the continuation of the Rajpur-Mussoorie cart road from Kolukhet to Bhatta near Mussoorie.

#### IRRIGATION.

##### Financial.

9. The early cessation of the monsoon and poor winter rains caused an intense demand for water, which could only partially be satisfied. Shoaling difficulties at Bhimgoda curtailed the supply in the Ganges canal especially during the kharif, but supplies in the other canals also were inadequate, being the lowest on record for the rabi crop. The area irrigated by canals decreased by 77,322 acres and the value of the crops raised by over Rs. 90 lakhs. Working expenses increased by about Rs. 12 lakhs owing to the revision of pay of all classes of establishment and to the high level of prices. The total occupiers' rate assessed rose, however, by nearly Rs 7 lakhs, the increase being due to revision of rules and rates. There was a fall of over Rs. 6 lakhs in the net profit on the year's working.

The Sarda-Kichha Feeder and the Sarda (Oudh canal.)

10. The capital outlay on the Sarda-Kichha Feeder canal during the year amounted to Rs. 19·03 lakhs. Shortage of rolling stock on the Rohilkhand and Kumaun Railway greatly hindered the collection of materials and progress in masonry work was consequently slow. The estimate for the Sarda (Oudh) canal was sanctioned by the Secretary of State during the year at a total cost of Rs. 750·30 lakhs inclusive of all indirect charges. The project consists of 17½ miles of main canal, breaking up into three main branches (the Kheri, the Hardoi, and the Pilibhit) and commands an area of 6,400,000 acres in the districts of Pilibhit, Shahjahanpur, Kheri, Sultanpur, Hardoi, Lucknow, Unao, Rae Bareilly, and Bara Banki. The area of annual irrigation anticipated is 1,368,000 acres, of which 600,000 will be in "kharif" and the remainder in "rabi."

Hydro-electric and other surveys.

11. The survey work of the year showed that the whole Ganges valley in Garhwal is disappointing in respect of power possibilities. The volume of water is large, but the formation of the valleys is on the whole unsuitable for the impounding of water. There are, however, three points on the river where the development of power seems possible. Surveys on the rivers in the Rewah State are in progress. Surveys are also being conducted in the Panna and other Bundelkhand States with the object chiefly of prospecting for power on the Ken and Paisuni rivers. Four survey parties were employed during the year to survey bundhi schemes in the Jhansi, Banda, Allahabad and Hamirpur districts, and projects estimated to cost Rs. 3·22 lakhs were prepared. These can at any moment be started as famine relief works.

#### SECURITY.

##### Crime statistics

12. The favourable conditions of the year were reflected in the statistics of crime, which show a marked decrease in practically all classes of offences against property. The number of cognizable cases reported was much lower than it has been for over twenty years, and was 31 per cent. less than the previous year. The returns of serious offences against persons and property were 22 per cent. lower than in any of the previous twenty years. Especially satisfactory was the success met with in the campaign against dacoity; the number of cases reported was less than in any of the previous six years and was 53 per cent. and 64 per cent. less than in 1918 and 1919 respectively. Most of the important armed gangs operating in the province appear to have been broken up. Robberies fell from 917 to 712 and ordinary murders from 824 to 696. On the other hand there was some

increase in cases of poisoning. The number of burglaries fell from 71,162 to 47,392, which is the lowest number on record ; and the number of theft cases was also the lowest on record.

13. Somewhat less success was met with in investigation than in the previous year, but the figures generally compare very favourably with those of several years preceding 1919. Out of 271 dacoity cases brought to trial, 213 convictions were obtained, 1,031 persons being convicted out of 1,854 tried. Theft cases tried numbered 7,371, of which 6,674 ended in conviction, the corresponding figures for the previous year being 10,562 and 9,631 respectively. The ratio of convictions to reports fell in murder cases from 29·5 to 28·4, 245 cases out of 374 brought to trial ending in conviction. As regards burglary, the percentage of conviction to cases reported remained stationary, while there was a fall from 26 to 15 in the number of convictions for poisoning. Most of the poisoning cases occurred on railways and were in all probability the work of professional criminals. There is room for improvement in the work of the railway police both in this respect, and as regards thefts from passengers.

Investigations  
and results.

14. It is satisfactory to note that the increase in the pay of the constabulary has resulted in a marked decrease in the number of resignations, and that the unpopularity of the armed branch of the service is dying out as a result of the grant of special allowances. Other improvements in the conditions of service have been sanctioned on the recommendations of the Civil Police Committee and there is reason to hope that the force have now entered upon an era of greater contentment. Discipline was above the average of recent years in spite of the continuance of a spirit of unrest in the country. The proportion of literate constables is still deplorably low, but the grant of special literate allowances which has recently been sanctioned should result in an improvement in this respect.

Police  
administration.

#### PROVINCIAL FINANCE.

15. The budget for 1920-21 was framed on the assumption that there would be no set-back in general prosperity and that the revenue would continue to expand at the normal rate. This assumption and the removal of the restrictions on the use of the balance, which had been in force during the War, enabled provision to be made not only for the revision of salaries of subordinate establishments but also for a fair measure of activity in all departments. The budget contemplated an opening balance of 212 lakhs, an income of 849 lakhs, an expenditure of 985 lakhs, and a closing balance of 76 lakhs. The actual opening balance was 221 lakhs ; receipts exceeded anticipations by 13 lakhs, while expenditure was also in excess of the estimate by 8 lakhs ; the closing balance was thus 90 lakhs. The actual deficit on the year's working was 130 lakhs, as against an anticipated deficit of 136 lakhs.

The budget.

16. With the inauguration of the reformed constitution the year saw the end of the old system of financial settlements between the provinces and the Government of India. The new financial arrangements which are based on the recommendations of the Committee on Financial Relations have a fundamentally different basis. All revenues and charges which are wholly provincial in character have been wholly assigned to the provinces ; and instead of the provinces receiving large grants from the Government of India

General position.

it is the provinces which are required to make a contribution to imperial revenues. For the United Provinces the contribution is fixed at Rs. 240 lakhs, and the Committee assumed that under the new conditions the provinces would have an increased spending power of Rs. 157 lakhs. For this province it was urged that this increased spending power was purely illusory, the conclusions of the Committee being based on figures which made no allowance for the new charges which came in the train of the new system of government nor for the heavy recurring liabilities on revised salaries. Subsequent events have shown that dissatisfaction with the new settlement was by no means groundless.

### FORESTS.

#### Financial results.

17. Any comparison with the figures of the previous year is vitiated by the fact that the Forest report for the year 1920-21 deals only with the nine months ending on the 31st March, 1921, it having been decided that the period covered by the report shall in future coincide with the financial year. It may, however, be noted that the financial results of these nine months show an increase of over Rs. 4 lakhs in gross receipts, a decrease of over Rs. 6 lakhs in expenditure, and an increase of nearly Rs. 11 lakhs in the net surplus as compared with the twelve months from July, 1919, to June, 1920. The outturn of timber decreased slightly, but its value rose by nearly Rs. 7 lakhs. Under all other receipt heads there was some decrease as compared with the previous year. The resin industry was handicapped by shortage of labour and difficulties of transport, but the average outturn per 100 channels improved, and the yield and quality of the rosin manufactured from the resin were better.

#### Afforestation.

18. Experimental work continued, but owing to the early cessation of the monsoon and the ensuing period of severe drought most of the seedlings perished. In the Afforestation division, however, sowings were generally successful and the area under plantation was largely extended. In most places the owners of ravine land still regard afforestation proposals with suspicion, but it is hoped that in course of time the success of these operations in ravine lands belonging to Government or to big landowners will induce the smaller zamindars to look on them more favourably and to co-operate in the work.

#### Utilization circle.

19. The Utilization circle again showed a loss of Rs. 14 lakhs, which, as last year, is due to the fact that capital expenditure is being met from current revenue. If this fact is taken into account it will be seen that results are already extremely promising and now that the expert staff from England for the sawmill and turnery have arrived the enterprise should realize a handsome profit in the near future. It may again be noted that the policy approved by Government for this circle includes the maintenance of model institutions employing the most up-to-date machinery and imparting instruction in the most up-to-date methods of work with a view to fostering and developing wood-working and the resin industry, also the examination of timbers to ascertain their potential uses with a view to placing them on the market and the manufacture of articles from miscellaneous timbers with a view to demonstrating the uses to which such timber may be put and to increasing the demand for them. The investigation of numerous forest products and bye-products presents a wide field for future development.

#### General:

20. The importance of roads and bridle-paths has this year been further accentuated by the abolition of *utar* in Kumaun and the great rise in

the cost of coolie labour. The difficulty of carrying camp equipage will also necessitate a more extensive programme of forest rest-houses for touring officials, both in the hills and the plains. In Kumaun the Forest department had to cope with an agitation which resulted at first merely in difficulties of transport and an epidemic of petty forest offences, but subsequently, and since the close of the year under report, in an unparalleled outbreak of incendiarism which has caused vast damage to the Kumaun forests. Already before this outbreak Government had taken steps to meet the agitation by the appointment of a committee to investigate the grievances of the Kumaun hillmen. The Forest department had also evolved a scheme of pack ponies and roads with the object of gradually doing away with *utar*. Arrangements have now however been made for the supply of pack ponies wherever roads admit of it and permanent coolies in other places.

The extraction of two lakhs of broad-gauge sleepers from the Nepal forests in the Sarda valley, which have been presented free of royalty by the Nepal Durbar to the State railways, was completed shortly after the close of the year.

#### EXCISE.

21. In the supplementary chapter to last year's report it was remarked that the probability was that the favourable excise results of the first half of the year would be dissipated by the unfavourable economic conditions of the second half. To a large extent this forecast was correct: there was a considerable reduction in consumption during the second half of the year, but it did not become very pronounced until the last quarter, and taking the year as a whole there was a slight increase in the consumption of all excisable commodities except *ganja* and opium. The large rise in consumption during the first half of the year was due to general economic causes, a good harvest, an increase in the number of marriages, and a fall in the price of the raw material. To the reduced consumption of the last quarter many causes contributed; the effects of the partial failure of the monsoon were greatly aggravated by an agitation which was partly economic, partly political, and to some extent also of a temperance nature. The slight increase in consumption for the year, combined with considerable increases in the rates of duty on drugs and in the price of opium, resulted in an increase of Rs. 8'68 lakhs in revenue.

Consumption  
and revenue.

22. The total number of prosecutions under the Excise Act rose from 1,114 to 1,178. Illicit distillation cases increased from 338 to 453, as a result of a good *mohwa* crop. The increase noted last year in the number of prosecutions under the cocaine sections of the Act in consequence of increased facilities for the introduction of the drug from Europe continued, there being 70 such cases as compared with 45 last year. Prosecutions under the Opium Act fell from 381 to 356, and convictions from drunkenness from 1,714 to 1,317.

Excise offences.

23. So far it may be claimed that the policy of checking consumption by reducing the number of retail shops and enhancing rates of duty has been fairly successful. Both as regards country liquor and opium there has been a considerable fall in consumption during the last ten years; on the other hand despite large enhancements of rates in recent years the consumption of drugs has not diminished, and it would appear that drugs and especially *bhang* are replacing to some extent country liquor. The statistics

Policy.

also go to show that middle class consumers of country spirit are beginning to use foreign spirit in preference, owing to the increased price of the former. This tendency should, however, be partly neutralised by the higher scale of duties imposed on foreign liquor from the 1st March, 1921. As regards the policy to be pursued in the future a committee has recently been constituted to advise Government.

#### TRADE AND INDUSTRY.

##### Internal trade.

24. Internal trade recovered to some extent from the decline of the previous year. The volume of rail-borne traffic increased by nearly 16 lakhs of maunds in weight and by over Rs. 87 lakhs in value. Increases occurred both in imports and exports and were in both cases chiefly due to a larger despatch of grains. There was a slight improvement in the river-borne traffic between these provinces and Calcutta, which in the previous year had fallen very considerably.

##### Trade with Tibet and Nepal

25. There was a considerable increase in trade both with Tibet and with Nepal. With Tibet the import trade increased in value by over two lakhs and the export trade by over one lakh, while imports from Nepal increased by over 19 lakhs, and exports to Nepal by nearly six lakhs. The improvement in the trade with Tibet was most marked in the imports of wool, due partly to the high prices of wool prevailing in the world's markets and partly also it would seem to the greater facilities and concessions offered to traders by the Tibetan authorities. Imports of grain from Nepal rose in value by no less than 30 lakhs, while there were decreases in the imports of some other commodities such as *ghee*, oilseeds and spices.

##### Industrial progress.

26. The difficulties of obtaining machinery, railway transport and coal, which were alluded to in last year's report persisted throughout the year under review. In addition the rise and fall in the exchange value of the rupee helped further to disturb the normal current of trade; the great rise in its value in the early months of 1920 led to wild speculation, in the form of orders for foreign goods in quantity out of all proportion to the probable demand; while the equally heavy fall which occurred before the bulk of these orders had been delivered or paid for, proved still more upsetting to trade. Moreover the autumn of 1920 heralded the beginning of an unprecedented trade slump throughout Europe, which still further restricted the European demand for Indian products, both raw and manufactured. These various causes, of which perhaps the most important in the United Provinces has been the shortage of railway wagons required for the carriage of both raw materials and finished products, have made the past year one of small prosperity for the industrialists in the province. Several mills and factories had to be closed down and in respect both of tanneries and glass-works there was a considerable fall in the number of operatives.

##### Labour.

27. So far the United Provinces have been comparatively free from the organized unrest of the labouring classes which has caused strikes elsewhere, but the Government have recognized the necessity of making provision to deal with labour troubles should they arise, and it has recently been proposed to establish a Conciliation Board for this purpose. The Government have also agreed to co-operate with the Government of India in carrying out a census of wages drawn by operatives in all the principal industries and in compiling a cost of living index, which will show the actual cost of living in the different grades of the working classes.



## TECHNICAL EDUCATION.

28. The technical schools, both Government and subsidized, continued to do good work, and passed pupils have in most cases readily found employment in commercial firms or been able to start their own business. Most institutions report an increase in enrolment and special mention may be made of the Allahabad Carpentry School which, started only two years ago, is now one of the most successful and popular technical institutions in the province. A new Leather-working School at Cawnpore was opened during the year and soon had its full complement of students. A Government Fabric Printing School was also opened at Farrukhabad. A committee was appointed by Government to advise as to the future management of the weaving schools, both permanent and peripatetic; its report is at present under consideration. It is proposed to rebuild and expand the present Technical School at Lucknow into a school for mechanical and electrical engineers provided with the latest equipment. A committee has recently reported on the training which should be given to pupils at this institution. During the year the Government also considered the question of expanding the Chemical Research Institute, and in accordance with the advice of a committee of experts it is now proposed to build a Technological Institute where students will be taught the elements of engineering and the chemistry of their particular subject, and at the same time will receive practical training on a factory scale in the subject which they are studying.

## CO-OPERATIVE SOCIETIES.

29. The Co-operative department continued to adhere to the policy of making no advance without being fully assured that the ground in front is firm. A close watch was kept by the department on the working of the central banks with a view to preventing them from incurring liabilities beyond their margin of safety in their desire to expand business, as well as with a view to requiring them to maintain sufficient fluid resources to meet the deposits as they fall due. No primary societies were registered until their organization had been carefully tested on the spot by one of the officers of the department. Notwithstanding this cautious policy and an unsatisfactory agricultural season, the year witnessed the formation of no less than 883 societies, the largest number registered in a year. One hundred and eleven societies had to be closed and the net increase amounted to 3 central, 44 non-agricultural, and 725 agricultural societies. The working capital of all classes of societies taken together increased by Rs. 15.43 lakhs to Rs. 129.57 lakhs. Development during the year has partaken more of the nature of an extension to unbroken tahsils and tracts under the existing banks than of expansion to new districts. The movement has already spread to 45 districts out of 48, the only untapped districts being Dehra Dun, Pilibhit, and Almora. The proportion of arrears has been reduced from 26.2 to 22.2 per cent. in the case of central banks and primary societies combined and from 32.1 to 26 per cent. in the case of primary societies alone. There has been an extensive development of non-agricultural co-operation and a fairly large number of non-credit societies have been formed. Every attempt is being made to arrange for the better marketing of the products of co-operative societies. In order to exhibit these products and such other manufactures as can with greater advantage be manufactured by co-operative methods an industrial and agricultural exhibition, entirely financed

by co-operative societies, was held at Lucknow in January, 1921. Endeavours are also continuously being made to introduce among cultivators improved seed and agricultural implements and agricultural supply societies as recommended by the Agricultural department are being organised. The first such society formed at Hardoi is doing very useful work. There has been an additional recruitment of non-official workers during the year but the province is still backward in this respect.

#### VITAL STATISTICS.

##### Public health.

30. The year was fairly healthy and there were fewer deaths from all the main diseases except plague. The mortality from cholera was specially low, there being only 6,952 deaths from this cause as compared with 81,365 in 1919. Small-pox caused 6,354 deaths as against 10,993 in 1919, and fever 1,442,376 deaths. This number, though 133,256 less than in the previous year, is more than the number recorded in 34 out of the last 40 years. There were 7,632 more deaths from plague than in 1919 and diseases of the respiratory organs claimed 33,193 victims as compared with 25,768 in that year. This was chiefly due to the prevalence of pneumonia.

##### Birth and death-rates.

31. The provincial birth-rate, which had been falling for the last two years, rose again to 35.55 per mille of the population, and was 3.16 higher than the rate for 1919, though 5.43 lower than the quinquennial average. The province maintained the fourth position, which it occupied in 1919, in the comparative list of the birth-rates of the major provinces in India. The death-rate, which owing to the influenza epidemic reached in 1918 the abnormal figure of 82.37, continued to decline and fell to 37.23 as compared with 41.69 for the preceding year. The province has not, however, made the same progress in this respect as other provinces and having lost two places in the provincial list of death-rates, now occupies the penultimate position.

##### Infantile mortality.

32. Infantile mortality decreased from 303.5 per thousand in 1918, and 253.3 in 1919 to 220.2 in 1920. The proportion is still, however, very high, and the figures for some of the towns can only be described as appalling. Cawnpore city for instance had a death-rate of 551.07 per thousand births. Little improvement can be expected until much educational work has been done among the mass of the people. With this end in view various measures are being taken, such as the delivery of lectures and the distribution of pamphlets. The scheme for the training of indigenous "*dais*" is working satisfactorily in some towns; in others people are apathetic and little progress is being made.

#### MUNICIPALITIES.

##### Taxation.

33. The main difficulties which confront municipal boards in improving their systems of taxation and thereby increasing their revenue were alluded to last year. It cannot be said that the past year's work has gone very far towards solving them. The unsuitability of terminal taxation for some municipalities is now definitely recognized and several more have been allowed to retain octroi. Boards which retain this system, however, are being encouraged to improve it by the elimination of articles on which a substantial portion of the octroi is paid back in refunds and from which the income received is insignificant. Terminal taxation was introduced in two municipalities only during the year but several more have introduced it since its close. In some cases where it has been introduced municipalities have found it

necessary to amend their schedules, either because they encouraged evasion of the tax, or because, for other reasons, they yielded a smaller income than that produced by octroi. Comparatively little progress was made with the proposals for the extension of the pilgrim tax. It was pointed out last year that in some cases municipalities have no other obvious source from which they can expand their revenues, and that several towns which attract a large number of pilgrims had made proposals for the imposition of a pilgrim tax to be collected by the railway companies by means of a surcharge on tickets. The Government of India have encouraged such proposals and have now allowed the one-anna limit to and from the town concerned for third class passengers to be increased proportionately for intermediate, second and third class passengers. It still remains, however, to overcome the prejudices of the railway companies, some of which are adopting an attitude which can only be described as one of obstruction.

34. Efforts were made in some municipalities to increase the receipts from the supply of water, but expenditure and income in this matter are still far from balancing, expenditure having increased in some cases at a quicker rate than income. The chief improvements required in those municipalities which enjoy a modern water-supply system are a more equal distribution of water and more effective measures for preventing waste. It is also very necessary that the water works plant should be put in good order and where necessary replaced. Mention was made last year of the precarious nature of the water-supply in several of the more important municipalities. Small improvements were effected here and there during the year, and these municipalities just managed to avert a breakdown, but little was done to put matters permanently on a sounder basis. As regards sanitation progress was made during the year on minor drainage schemes, but little was done towards the carrying out of the larger schemes which the more important municipalities have in view.

Water-supply  
and sanitation.

35. Finance is still a great obstacle which lies in the path of nearly all the boards. Many of the more important boards still cannot satisfactorily make both ends meet and until they do it cannot be expected that they will look with favour on large schemes of improvement which require an outlay out of all proportion to their resources, even though Government should offer to lend them the money. Most of the boards, however, are taking steps, whether by reduction of expenditure on establishments, or by enhancement of taxation, to improve the position, though more perhaps in this direction might still be done.

Financial  
position of boards.

36. There is little that is new to say about municipal administration during the past year. Perhaps the most encouraging sign of the times is an indication here and there that the public generally expect members of the boards to devote themselves to their duties with more assiduity and more public spirit; but at present it is hardly more than a voice in the wilderness. The position of the boards is not made easier by the mixing up of general politics with municipal affairs, and in some municipalities it is becoming for this reason more and more difficult to frame and carry through any consistent policy. At the same time except in a few cases political agitation has not had a very apparent effect on municipal administration generally and there is reason to hope that with the passing of the present phase of general unrest the members of the boards

General.



will settle down to a period of greater harmony and co-operation not only with Government but also amongst themselves.

#### DISTRICT BOARDS.

37. As was pointed out last year little improvement can be expected in district board administration so long as the boards are financially dependent on Government. It is recognized also that their emancipation from official leading-strings in other respects is an essential item in the programme of reform. It is hoped that the Amending Bill which is now before the Legislative Council will make them as independent as is possible and desirable. Under this Bill, if passed, boards will become entirely elective, save for the reservation of two seats to be filled by the nomination of the Local Government. They will also become entirely non-official and the internal and external control which at present cramps their activities will be relaxed as much as possible, while the grant of considerable powers of taxation should make them eventually financially independent. At the same time it must be admitted that many difficulties lie before them and that the remedy of further taxation is hardly a popular one. Referring to the boards in his division, one Commissioner writes, and his remarks are applicable to most of the other divisions as well, "District boards will soon make a new departure of great importance and will do so under circumstances of great difficulty. They will find themselves half way through a big programme for the expansion of education which they will not have money to complete. They are faced with early reduction in the proportion of that expenditure to be contributed by Government. As regards their other services their condition will be even worse. They cannot expand in medical or sanitary provision; they cannot even maintain their roads, and when their present reserves are exhausted they will not be able to do much in buildings. There has been no real extravagance in staff nor are any considerable economies probable in any direction. The remedy will be for the boards to tax themselves, but it is not an easy one to apply."

#### EDUCATION.

Higher education  
and University  
reform.

38. The year was one of great educational activity. Early steps were taken to reform the higher education of the provinces on the lines recommended by the Sadler Commission. Intermediate colleges were built at Jhansi and Fyzabad and arrangements were made to enable Intermediate classes to be opened at Almora. These colleges are now working and are at present affiliated to the Allahabad University pending the creation of a Board of High School and Intermediate education. During the year the report of the committee appointed by Government to consider the question of the reconstruction of the Allahabad University, together with the detailed recommendations of its sub-committees, was laid before the Senate of the University. Nearly all the fundamental recommendations of the committee were accepted by the Senate and their resolutions on the scheme were submitted to Government. The scheme, though based upon the recommendations of the Calcutta University Commission, does not precisely follow either type of University proposed in the Commission's report for the province of Bengal. It contemplates the conversion of the Allahabad University into a teaching University at Allahabad with an external side for the control and supervision of the colleges outside Allahabad which may be associated with it. The committee which had been formed for considering a scheme for the constitution of a University at Lucknow submitted its

resolutions during the year to the Senate of the Allahabad University and they were generally approved. A Bill for the establishment of a University at Lucknow was introduced in the Legislative Council in August and became law two months later. A site has been selected and plans and designs for the erection of imposing University buildings have been prepared. Private donations to the amount of 30 lakhs have been promised for the University. Fair progress continued to be made by the Benares Hindu University. There was an increase in the number of students at the Central College which necessitated an increase in the college staff. The progress of the Engineering College was hampered by lack of funds and buildings, but a considerable advance was made, nevertheless. For the Muslim College at Aligarh the year was a most eventful one. A determined effort was made by non-co-operating politicians in October to change the college from its original purpose and to make it one of the chief seats of their national education. The attempt, however, failed, though the college was for a short time closed. When it re-opened on the 1st December, 1920, it was as a Muslim university.

39. Vernacular education made a considerable advance, but owing to economic and political causes not as much as had been hoped for. The great increase in the cost of the necessities of life caused much discontent amongst the educational staff until their salaries were revised, and for a time some disposition was shown to join the non-co-operation movement. Few of the teachers, however, were in sympathy with the movement at heart and as soon as they were satisfied with their own position and prospects they brought their full influence to bear on the side of law and order. Non-co-operation agitators met with little more permanent success with the pupils. There was at one time some falling off in attendance in consequence of the agitation but the majority of the pupils who absented themselves soon returned. The scheme for the expansion of vernacular secondary education took effect from the 1st June, 1920, and before the end of the financial year the number of schools had increased from 460 to 554, the number of teachers from 2,409 to 2,654, and the number of scholars from 39,035 to 42,226. As regards primary education, the year saw the second instalment of the three years' programme carried through. The number of schools increased from 13,597 to 15,094; the number of teachers from 27,029 to 28,915, and the number of scholars from 759,672 to 805,150. Having regard to the rise in the cost of living and the consequently increased demand for child labour, and the adverse political conditions, these figures may be considered quite satisfactory.

Vernacular  
education.

40. Progress is being made with the schemes for extending facilities for training Anglo-Vernacular school teachers. The Agra College for undergraduate teachers was opened during the year, and plans for establishing other colleges are maturing. A new college is to be opened at Meerut in the immediate future and later other colleges will be started at Gorakhpur and Bareilly. New normal schools are nearing completion at Jhansi and Muzaffarnagar and schemes for other normal schools are under preparation. When the new schools are completed there will be one normal school in each division of the province.

Training institu-  
tions.

41. Little definite progress can be claimed as yet in the sphere of female education, though the figures are not altogether discouraging. The total number of girl scholars increased by 1,238 to 59,254 in spite of a decrease

Female  
education.

of 99 in the number of private institutions. Of public institutions secondary schools increased in number by 12 and the number of pupils reading in them by 1,540. Primary schools increased by 40 and the number of scholars in them by 1,245. Progress is, however, somewhat uneven, as 54 new primary schools were opened in the Shahjahanpur circle, while in the Lucknow circle 35 were closed. The need for an increased number of trained women teachers is as pressing as ever. It was not found possible to open any fresh training classes or normal schools for women during the year, but the scheme for opening four new normal schools is maturing and sites have been selected at Allahabad and Meerut. The affiliation of the Isabella Thoburn College to the teaching University of Lucknow and the opening of Intermediate classes at the Crosthwaite High School, Allahabad, the Theosophical College, Benares, and the Muslim High School, Lucknow, mark important developments in the higher education of women.

Depressed classes

42. Further steps were taken by Government during the year to encourage the education of the depressed classes. As noted in last year's report, the experiment was tried in three districts of appointing a special supervisor to stimulate a demand for education among these classes, and the results of the experiment were so encouraging that it was decided to offer assistance to all district boards willing to embark on a similar campaign. The proposals of the boards have been revised by the Educational department and funds provided by Government to carry them into effect. The amount thus found by Government will meet the cost of a supervisor in 43 districts, of 245 new aided schools and of 128 scholarships.

#### POLITICS AND THE PRESS.

General tone of the Press

43. It was remarked in the report for 1919-20 that the Press as a whole was bitterly critical in tone throughout the year. All papers, it was stated, wrote strongly on the subject of the Punjab; nearly all Muslim papers took up an extreme attitude on the Khilafat question; while on the subject of the Reforms there was a clearly marked division into two groups, of which the extremist group was considerably the larger. Little change occurred in the general attitude of the Press in 1920-21, except that the more moderate papers, headed by the *Leader*, seemed more inclined towards the close of the year with the advent of the Reformed Constitution to relax the agitation over the Punjab troubles and to forget the past.

Non-co operation

44. In June, Mr. Gandhi brought about the fusion of the agitations over the Khilafat and the Punjab into the non-co-operation campaign which gradually developed into a movement for the attainment of *Swaraj*. For a time the Muslims were his chief supporters, Hindu opinion being divided. Even the *Independent*, the leading extremist paper in Northern India, dealt very hesitatingly with the question of non-co-operation and was doubtful of its efficacy. Mr. B. C. Pal, its editor, held strong views of his own and the paper did not become a blind advocate of the non-co-operation campaign until he had vacated the editorial chair. On the other hand the *Bhavishya*, a leading extremist Hindi paper, strongly supported it, and the fervour of the campaign brought three other Hindi daily papers into existence, the *Aj* of Benares and the *Vartman* and *Daily Pratap* of Cawnpore. The *Avadh Akhbar* and *Mashriq* joined with the *Leader* in condemning the movement, and towards the end of the year the failure of attacks on Government

colleges, schools, and aided institutions had an appreciable effect on other papers, including the *Hamdam*, the advanced Urdu daily of Lucknow.

45. In April, 1920, Muslim feeling, which had hitherto been hostile to the Allies generally, became decidedly anti-British. The Prime Minister after his reply to the Khilafat deputation, was charged with faithlessness, and it was suggested that while the attitude of France was on the whole reasonable, the economic greed of England stood in the way of an equitable settlement. It was pointed out that by acquiring Mesopotamia and Palestine England was only strengthening her hold on India. Little sympathy was shown for the massacred Armenians, who were described as notorious seditionists who had richly deserved their fate. Considerable solicitude, on the other hand, was displayed for the Muslim sufferers in Smyrna. An insistent demand arose for the recall of Indian troops from Mesopotamia.

The Khilafat.

46. Afghanistan received considerable attention on account of the Conference at Mussoorie, and the encouragement given at first by the Amir to the Hijrat movement. This movement was accorded strong support by the Muslim papers, but its failure and the sufferings of its victims met with but scanty recognition. The Government of India was advised to cultivate friendly relations with Afghanistan in view of the Bolshevik danger, though stories of the Bolshevik régime in Russia were received somewhat sceptically. Throughout the year England was constantly advised to withdraw from Persia.

[Afghanistan and Persia.

47. In the early part of the year there was a general tendency to accept the Reforms and to agitate for more. The situation changed, however, with the publication of the Congress report and of the report of the Hunter Committee on the events in the Punjab. The feeling engendered by these reports was accentuated by the debates in Parliament and the raising of the Dyer Fund, and on the development of the non-co-operation campaign, shortly afterwards, the advanced papers supported the "boycott of Councils" campaign, and hailed the result of the elections as a brilliant success for the non-co-operators. His Majesty's instructions to the Governors of the provinces were discussed on party lines, eliciting applause from the Moderates, and from the Extremists the complaint that no time-limit had been fixed for the grant of *Swaraj* and no guarantee had been provided against the repetition of the Punjab atrocities.

The Reforms.

48. The struggles for independence in Egypt and Ireland were viewed with sympathy and the self-immolation of the Lord Mayor of Cork elicited much admiration. The repeal of repressive Acts continued to be demanded from time to time and though the *Leader* and a few Moderate vernacular papers acknowledged the forbearance of Government, no support was given to the authorities in the prosecution of violent Khilafat agitators against whom proceedings were found to be necessary during the year. The murder of the Deputy Commissioner of Kheri was generally condemned, though the advanced papers concerned themselves chiefly with efforts to prove that it had no connection with the Khilafat movement. Government was repeatedly warned that repression would only lead to a strengthening of the non-co-operation movement.

Miscellaneous.

The disabilities of Indians in the Dominions and Crown Colonies were treated almost entirely as a racial matter, and retaliatory measures were urged against the European colonists. Considerable attention was devoted

towards the close of the year to the threatened wholesale return of emigrants from Fiji, and to the Government despatch on the subject of the treatment of Indians in East Africa, to which the Moderate papers accorded a fair reception. The Esher Committee's report was generally condemned on the score of racial prejudice. Its critics asserted that it was designed to make the military supreme, to reserve high posts for Englishmen, and to keep Indians in perpetual subjection. The Auxiliary Forces Act was condemned as anti-Indian and pro-English.

## SUPPLEMENTARY CHAPTER.

APRIL TO DECEMBER, 1921.

### GENERAL CONDITIONS.

1. Light showers were received during the second and third weeks of April, 1921, and weather conditions were generally favourable for the harvesting of the rabi crops. May was practically rainless. The rainfall in June was general; most of the Meerut and parts of the Agra divisions received rains appreciably in defect of the normal, while in other districts, notably in the Rohilkhand and the Kumaun divisions, the rainfall was considerably above the normal. In July the rainfall, taken as a whole, was moderate and generally below the normal throughout the provinces, but in August it was continuous, heavy and above the normal in all parts of the provinces. Except in a few districts of the Jhansi division and Oudh, the rain was generally in excess of the normal during September, and the monsoon, the course which was on the whole very favourable, lasted till the end of the month. Excepting a few scattered light showers in the second and third weeks, the month of October was practically rainless, while no rain was recorded in November. The rainfall in the last week of December, though generally below the normal, was beneficial to the standing crops. Weather.

2. Sowings of the kharif crops commenced from the second week of June and about the end of July almost all the districts had received rains sufficient for the kharif sowings and preparation of fields for rabi. Apart from the local damage caused to the kharif crops in low-lying lands from floods and the heavy rains of August and September, the prospects of the harvest were generally favourable, especially of rice which promised an excellent crop. Cotton was damaged by the heavy rain in some districts, but was greatly improved with the fine weather which followed and the quality of lint was on the whole up to the average. The yield of the different kharif crops is estimated as follows:— Crops.

Maize 79 per cent., *juar* 88 per cent., *bajra* 87 per cent. rice early and sugarcane 85 per cent. each, rice late and cotton 80 per cent. each, small millets 89 per cent., pulses 70 per cent., and indigo 83 per cent. of the normal. Figures of the rabi area are not yet available, but with the amount of moisture present in the soil the area promises to be a record one. Germination has been satisfactory and the standing crops are doing well. Prospects of the harvest are so far highly favourable.

3. The general tendency of prices from April to October was to rise. Prices Wheat rose from 6·50 seers to the rupee to 4·50 seers; barley 9·26 to 7·18 seers; gram from 7·49 to 5·28 seers; *juar* from 8·36 to 5·56 seers; maize from 8·23 to 7·83 seers; and rice from 5·25 to 4·70 seers. A downward movement became perceptible in November when the kharif crops began to come on the market. Wheat dropped to 4·52 seers; barley to 7·46 seers, gram to 5·41 seers; *juar* to 8·19 seers; maize to 8·55 seers; and rice to 4·96 seers. It will be seen that, except in the cases of *juar* and maize, the fall was slight. Figures for December are not yet available, but the downward movement appears to have continued.



## AGRICULTURE.

Future  
development.

4. The Indian Agricultural Service has been further strengthened by the addition of an expert Agriculturist. Proposals are before Government for the appointment of four more Deputy Directors and one more Expert Agriculturist, and five new posts for the Provincial Agricultural Service and twenty in the Subordinate Agricultural Service have been proposed for the next year. But owing to the present financial stringency it is probable that this programme will be largely curtailed.

## Research.

5. It is proposed to expand the Sugarcane Research Work carried on at Shahjahanpur on the lines recommended by the Indian Sugar Committee. The work requires special experience of the crop and an expert knowledge of sugar chemistry. The Indian Sugar Committee have recommended that a special officer should be deputed to develop the work in progress in the United Provinces with three experimental or research stations under his control, but for the present owing to the shortage of Deputy Directors it is proposed to concentrate all activities on sugarcane at the Shahjahanpur Research Station, which will remain under Mr. Clarke, an expert both in general agriculture and in sugar chemistry, who can combine the charge of the Rohilkhand circle with sugarcane research.

Agricultural  
education.

6. The Bulandshahr Agricultural School opened on the 1st of October, 1921, and succeeded in attracting a large number of applications for admission. The admissions were, however, limited by the accommodation available, as the additional boarding-house has not yet been constructed.

## Engineering.

7. Considerable expansion of the Engineering section of the department has made it possible to increase the assistance granted to zamindars in the selection of sites for, and the installation of, tube wells.

## FINANCE.

8. When the Budget for the year 1921-22 was framed and passed by Council no apprehensions were entertained that the anticipations of revenue would not in the aggregate be fulfilled. Subsequent events have dissipated the hopes then entertained. Under Excise the drop in revenue is 50 lakhs : the causes are described in dealing with the subject of Excise in paragraph 10 ; and while it is possible that this may not be a permanent reduction in provincial revenue, the effect has been, at any rate temporarily, that the revenues of the province are now no longer sufficient to meet the existing requirements apart from all possibility of expansion. Another important event in the period with which this part of the report deals is the appointment of a small official committee to consider the retrenchment of expenditure in the various departments. Finally the province has to congratulate itself on the successful flotation of the first Provincial Loan under the Reformed system of Government. The amount of the issue is Rs. 4,18,69,500 and of this sum Rs. 1,84,66,800 was subscribed within the province and the rest at Calcutta. The loan is designed for expenditure on the Sarda canals, which will benefit a great part of the province and notably the cane-producing area, and for general development in other directions.

## FORESTS.

9. The revised Forest budget for 1921-22 shows a surplus of nearly 30 lakhs. Figures of both revenue and expenditure are almost identical with those of the actuals of the previous financial year. With a good

monsoon considerable progress has been made with afforestation in the ravine areas, some 2,000 acres of new plantation being laid down. The incendiarism alluded to in the main report, which resulted in 70 per cent. of the protected area in the Kumaun circle being burnt, very considerably reduced the resin output but owing to there being heavy stocks of crude resin still in hand the year's outturn of manufactured product will probably show little decrease. The most serious consequence of this outbreak of incendiarism is the destruction of all regeneration up to the age of about 15 years in the burnt areas. The need in the Submontane divisions of mechanical means of facilitating export is becoming increasingly felt. Cart hire and wages are rising rapidly. As the conservation of the forests is producing a larger yield and the supply of carts is limited, carters are in a position almost to dictate their own terms. These conditions have been reflected at recent auctions where in one or two cases coupes entailing long leads to the railway commanded no bidders.

#### EXCISE.

10. The tendency noticed in the main report for the consumption of excisable articles to decrease considerably during the last quarter of the financial year 1920-21 became still more pronounced in the first quarter of the following year. The consumption of country spirit declined by no less than 63·9 per cent., of opium by 13·9 per cent., of *ganja* by 42·3 per cent., and of *charas* by 37·3 per cent. as compared with the consumption in the same period of the previous year. In the second quarter of the year some improvement occurred and the decline for country spirit was only 53·7 per cent., for opium 11·5 per cent., for *ganja*, 19·8 per cent., and for *charas* 28·3 per cent. For the period October to December, 1921, statistics are not yet available, but it may be noted that consumption has continued to increase, and with a good kharif harvest and fair rabi prospects it is expected that some of the ground lost will be recovered though, as already noted, a large fall in the excise revenue for the year is inevitable. There can be little doubt that the reasons of the great decline in consumption during the first half of the year were primarily economic. Poor crops and a continuance of high prices left the people with little to spend on drink and drugs. Another important reason was the fact that the season was unfavourable for marriages; and a further factor which, though of minor importance, cannot be entirely overlooked was the non-co-operation agitation which exercised an adverse influence on consumption in various ways.

Consumption.

11. A committee was appointed by Government in March to enquire into and report on various questions in connections with excise. Its terms of reference were wide; it was asked, among other questions, to consider whether the fixed-fee system for the sale of country liquor should be substituted for the auction system, and if so in what areas; whether any variations should be made in the incidence of the duties levied upon excisable commodities to give effect to the policy of raising the maximum of revenue, while limiting consumption to a minimum: and whether any, and if so what amendments should be made in the United Provinces Excise Act and the rules made thereunder. The committee has submitted a full report on these and the other questions referred to it and its recommendations are now under consideration. It has, however, already been decided that the

Policy.



opium and country spirit shops in all districts shall be allocated to selected vendors from the commencement of next year, on the basis of a monthly fee assessed in arrears on the issues of opium and country spirit made to each shop during the preceding month. The hemp drugs shops of 18 districts coming under the contract supply system will be similarly settled.

#### VITAL STATISTICS.

12. Although the estimated number of deaths from all causes in 1921 was less than the number of deaths recorded during the preceding year, the death-rate showed a slight increase. This is due to the fact that the rate for 1921 has been calculated on the census population of 1921, which showed a falling off of 1,430,126 souls as compared with the population enumerated in 1911. Small decreases were returned under the heads of small-pox, fevers, respiratory diseases, and all other causes, but there was a very marked increase in the number of deaths from cholera—a death-rate of 3·82 having been recorded during the year under report against ·15 in the preceding year. The districts under the cholera scheme returned an estimated number of 116,431 deaths during 1921 against 3,694 in the preceding year. During the year under report about seven tons of permanganate of potash was supplied to the twenty districts of the Lucknow, Fyzabad, Gorakhpur, and Benares divisions. Slight increases were reported under plague, dysentery and diarrhoea, and injuries. Cases of influenza ordinarily of a mild type occurred in certain districts and towns. The estimated number of births as well as the birth-rate of the year were lower than those of 1920. The infantile mortality in 1921 showed a slight increase over that of last year. Except for a severe epidemic of cholera, the year may, on the whole, be regarded as a healthy one.

#### EDUCATION.

Higher  
education and  
University  
reform.

13. In addition to the Intermediate Colleges opened at Jhansi, Fyzabad, and Almorah, arrangements are being made to open others from July, 1922, at Etawah, Ghazipur, Moradabad, Lucknow, and Allahabad. Some aided high schools have applied for assistance to open Intermediate classes and their proposals are under consideration. The assent of the Government of India to the Bill for the Board of High School and Intermediate Education has been received and it is hoped that the Board will shortly be constituted. The Bill for the reconstruction of the Allahabad University has been passed by the Local Legislative Council and since the close of the year 1921 the assent of the Government of India has been received. The Lucknow University and the Aligarh Muslim University have formally commenced their work.

Vernacular  
education.

14. Twelve night schools have been opened in each of six municipalities as an experimental measure. Grants amounting to Rs. 61,990 recurring and Rs. 1,02,980 non-recurring have been distributed to district boards to assist them to carry out programmes for the expansion of female education and a scheme has been prepared for awarding scholarships in girls' schools. Returns have been received from all municipal boards showing the cost of introducing compulsory education. On the basis of the figures received the Local Government have promised to bear two-thirds of the additional cost involved. The Education department has invited the boards to seek its assistance in working out their schemes for compulsion. The response

has been encouraging. The Cawnpore board is the first to complete arrangements and will probably introduce compulsion early in 1922.

#### SECURITY

15. There was a considerable rise in offences against property during the year 1921. The returns for 1920 were, however, exceptionally low and the figures for 1921 fell far short of those for 1919. The most marked increase was in cases of dacoity, but the agrarian troubles in Oudh were largely responsible for this and dacoity of a professional type was comparatively rare. This latter fact was undoubtedly due to the excellent work done by the police during the last few years in breaking up gangs of professional dacoits and accounting for the most dangerous leaders. The number of robberies reported, on the other hand, was almost the same as in 1920. Cases of house-breaking showed an increase of some 16 per cent. and the figures were abnormally high during the latter part of the rains. For the last quarter of the year, however, the incidence was lower than during the corresponding period of 1920. Other classes of serious crime showed no marked variation from the figures of the previous year.

Criminal  
statistics.

16. It is impossible at present to give the result of police investigations, but it may be remarked that the work has been very seriously hampered not only by the very heavy amount of political work which the police have had to perform, but also owing to the antagonistic attitude adopted by the public. The political situation has been very serious throughout and has necessitated officers considering this branch of their duties as being entitled to the first call on their time and energy. Moreover, it may be noted that the criminal classes have not been slow to take advantage of the situation.

Investigations  
and results

17. The strength of the force has remained practically unaltered. The extra pay and allowances sanctioned in 1920 as a result of the recommendations made by the Civil Police Committee have had an excellent effect and have provided much-needed financial relief to the subordinate ranks of the force. Nevertheless the present high prices still render it difficult for the lower ranks to make ends meet. An officer has been placed on special duty to deal with the recommendations made by the Civil Police Committee which have not already been given effect to, and to consider what further concessions are called for and what improvements can be made in the conditions of service of the subordinate police. Very serious attempts have again been made to tamper with the loyalty of the force, but, although a few misguided officers and men have been induced to resign on political grounds, the force, as a whole has remained true to its salt. The year has been an exceptionally hard one for the subordinate police and their conduct as a whole has been most praiseworthy. Numerous instances have come to notice in which individual members of the force of all ranks have shown bravery and devotion to duty of a high order while the patience, tact, and good temper which have been exhibited time after time in most trying circumstances have won them the unstinted praise of almost every official with whom they have come in contact.

Police  
administration.

#### POLITICAL CRIME.

18. Political crime during 1921 has been directly bound up with the agitation which has openly and unceasingly aimed at the overthrow of Government. Extremist agitators of the non-co-operation cult have found

Character.

in Oudh and other parts of the provinces where the tenantry laboured under the sense of agrarian and kindred grievances, fertile soil for the dissemination of their doctrines and the result has been seen in riots and disturbances which it was not possible to suppress without bloodshed. And serious as these disturbances have been, they would undoubtedly have been far more serious, had not the leaders considered that the time had not yet come for pushing things to extremes. There had already been trouble of a similar nature in Partabgarh in September, 1920, but the situation there had been eased by the institution of an official enquiry. Throughout that year agitators had been busy amongst the cultivators in the Allahabad, Rae Bareli, Fyzabad, Sultanpur and Jaunpur districts.

The riots at  
Rae Bareli

19. Disturbances began in the Rae Bareli district on January 2nd and 3rd, with the destruction of crops and property belonging to certain landholders; similar incidents occurred on the following days, and on the 5th January, a landlord was besieged in his house by a mob of 3,000 and was only rescued by the timely arrival of the district authorities. From that date onwards the state of the south of the district deteriorated rapidly. Dacoities and attacks on bazars were projected or perpetrated in increasing numbers and on the 6th a mob of 4,000 had to be dispersed by fire at Fursatganj. On the 7th there were further dacoities and a crowd of between 7,000 and 10,000 men which attempted to force its way into Rae Bareli to release prisoners in the jail there, had to be stopped by firing at Munshiganj. The situation was soon brought under control but attacks were made on the police on January 23rd and again on March 20th and on the latter and following day firing again became necessary. On each occasion, however, when firing had to be resorted to, the number of killed and wounded was extremely small, four only being killed at Fursatganj, and only two, so far as is known, at Munshiganj. Between January 2nd and 8th, when the disturbances were at their height, there were 37 distinct occurrences of dacoity, mischief, and riot. One thousand and twenty-four men in all were arrested but all except 108 were subsequently released.

Events at  
Fyzabad,  
Aligarh, etc.

20. In Fyzabad disturbances began on January 12th. Some 30 villages and a bazar were looted on the following two days. Here the victims were the tenantry and the aggressors were mobs of low-caste, landless labourers. The prompt arrival of the district authorities prevented the extension of the disturbance and during the next few days investigations were made and some 347 persons were arrested. Further disturbances were threatened on the 20th, but the danger was averted. Riots occurred at Aligarh on July 5th, on the occasion of the trial of a local agitator. The crowd attacked the police who had formed a cordon round the collectorate buildings and had to be dispersed by a baton charge. The mob again assembled however in the city and attacked the tahsil treasury, but were repulsed by the guard consisting of a head constable and four constables, who fired on them causing several casualties. Several police outposts were looted and burnt, as also was the post office. Other disturbances of a less serious nature occurred at various places during the year, including the looting of a bazar in Meerut.

Non-co-operation  
developments.

21. The year has been notable for the rapid development of the previously existing Congress and Khilafat volunteer associations. Up to

November volunteers had been used as escorts to give prestige to extremist leaders, as couriers, as private police to keep order at extremist meetings, as propagandists, and especially as picketing agents and instruments of "peaceful persuasion" in connection with boycotts and *hartals*. They were under no direct central control; their development had been left largely to local enterprise; they were run on vaguely military lines, but efforts to give them military training had been elementary and sporadic. By November 22nd these organizations had grown to such proportions and their intimidation and picketing activities had become so pronounced and general, especially in connection with the boycott of the Royal visit, that it was found necessary to proclaim them as unlawful associations under the Criminal Law Amendment Act, which was extended to the province for the purpose. The result was a declaration of open defiance by the Congress leaders, an attempt to centralize the organization, a widespread appeal for more volunteers and volunteer demonstrations almost everywhere. This activity was firmly met by arrests of the leaders, both provincial and local, and by arresting, dispersing or ignoring their followers according to the various views taken in each district as to what would prove the most effective means of action locally. The proclamation of "volunteers" as unlawful associations undoubtedly had a steadying effect, discounted by the excitement and defiance worked up in several large centres of population and by the "Moderate" disapproval of the application of a special Act. In all except a few districts volunteers have not got beyond the stage of futile demonstrations; enrolment does not appear to have reached the proportions which the leaders expected; processions are being manned to an increasing extent by boys, bazar riff-raff, hired demonstrators, and ignorant villagers brought into the towns for the purpose. But the whole effect on respect for law and authority is undoubtedly bad.

#### SPEECHES AND THE PRESS.

22. The violence and volume of seditious print and speech increased so greatly during 1921 that the number of prosecutions under the Criminal Procedure Code and the Indian Penal Code for such offences increased from 7 to 93, while the number of publications which it was found necessary to proscribe under the Press Act rose from 6 to more than 100, this despite the fact that the policy of Government has continued to be one of the utmost forbearance and that only the most dangerous and persistent agitators have been brought to book. It is no exaggeration to say that a large proportion of the hundreds of speeches which are made at non-co-operation meetings every month would justify prosecution. Similarly the number of publications proscribed represents only a fraction of the objectionable matter which has been poured out of the presses. Amongst the most mischievous and most widely spread of all the appeals made to popular ignorance and prejudice was the notorious *Mutafiq* Fatwa of the Ulema which declares it to be a sin to serve Government in any capacity, especially in the Army and the Police. Reports of the distribution of this Fatwa by hand to sepoys have been received from more than one district.

23. Generally speaking, the tone of the Press became more bitter and more anti-British than it was in 1920. Of the English papers the *Independent* of Allahabad has been easily first in point of bitterness and has

Newspapers.

assiduously supported the non-co-operation movement. It ceased publication late in December as a result of the confiscation of its security deposit. It is now being published in an abridged manuscript form reproduced by some method of duplication. The *Christian Nationalist* of Allahabad has urged non-co-operation among Indian Christians. The *Leader*, while continuing to be a relentless critic of non-co-operation and insisting on the necessity of supporting the reformed councils, has condemned the application of the Criminal Law Amendment Act and doubted the expediency of Government action in dealing with the revolutionary movement towards the end of the year as likely to strengthen the hands of the extremists.

Some of the Muslim papers, specially those issued from Bijnor, the *Madina*, *Alaman*, *Alkhalil*, and *Mansur* have advocated the extremist views on the Khilafat question. They have shown little critical capacity in dealing with political questions. Other Muslim papers such as the *Hamdam* of Lucknow and the *Albashir* of Etawah, which maintain a higher standard of journalism and a more restrained tone have leant distinctly towards extremist views on *Swaraj* and current topics. The *Aligarh Gazette*, the *Zul-garnain*, and *Mashriq* of Gorakhpur, on the other hand, have been staunch supporters of Government in spite of general dissatisfaction with British policy vis-a-vis the Turkish question.

Hindi papers have been very bitter in their attacks on the Government, specially the *Pratap* of Cawnpore and *Swarajya* of Unao and the newly-started papers, *Phakkar* and *Adarsha*. Although the *Aj* of Benares is ardently extreme, it is on the whole restrained and dignified. There has been a marked change in the policy of *Abhyudaya*, which had drifted from moderation towards extremism. A new paper, the *Kisan* of Allahabad, appeared during the year. It aimed at being the organ of tenants and was occasionally bitter against the landed classes. The *Gyan Shakti* of Gorakhpur deserves notice as one of the few Hindi papers that consistently support Government and oppose non-co-operation.

Legislative  
Council.

24. The Reformed Council met for the first time on February 14th, 1921, and was occupied during each session of the year with more than usually important business which was successfully carried through. To successful non-official resolutions are attributable the fact that the *utar* system in the hills was abolished; the allied systems of *begar* and *rasad* have been thoroughly investigated and reformed and the annual migration of Government to the hills has been curtailed considerably. A resolution reducing Ministers' salaries was rejected. The legislative programme has embraced measures of capital importance, the Intermediate Education Bill, the Allahabad University Bill, and the Oudh Rent Bill. All these passed the various stages after exhaustive debates. A District Boards Amending Bill has been introduced and referred to a Select Committee. It is generally agreed that the year's work has been harmonious, and has attained a high level of achievement.



## PART II.

### DEPARTMENTAL CHAPTERS.

#### CHAPTER I.—PHYSICAL AND POLITICAL GEOGRAPHY.

##### 1—Physical features, area, climate, and chief staples.

(See pages 1 to 6 of the report of 1911-12.)

##### 2—Political.

*For details see the annual reports on the administration of the Rampur, Tehri, and Benares States.*

#### RAMPUR.

There was an increase of over 7 lakhs in receipts and a decrease of over two lakhs in expenditure for the year 1919-20. The total demand for the year under land revenue was Rs. 35.49 lakhs against Rs. 36.19 lakhs in the previous year. The decrease of Rs. 70,583 is made up of Rs. 52,854 under land revenue and Rs. 17,719 under irrigation. The former decrease is mainly due to some remissions and to the revision of leases of certain villages.

Revenue  
administration.

2. The monsoon of 1919 commenced late, but gave good rain and there was less demand for irrigation. The winter rains were irregular and scanty. Various improvements were effected during the year in the irrigation systems.

General.

3. There was a slight increase in the cultivated area from 3,42,881 acres to 3,44,313 acres. During the year 209 villages were leased out on a higher revenue of Rs. 47,542 than under their previous leases.

Agriculture.

4. The condition of the people appears to have improved. There was ample work for labourers on high wages both in rural areas and in the city.

General condition  
of the people.

5. There was a slight decrease in the total consumption of country liquor, but the demand for the year rose from Rs. 123,575 to Rs. 153,684. Under opium the demand rose from Rs. 45,589 to Rs. 57,797, which is chiefly due to the rise in the price. The consumption of *charas* rose by four maunds and the demand from Rs. 29,656 to Rs. 32,882.

Excise.

6. There was a decline in the number of crimes reported from 705 to 687. The decrease is found chiefly under the heads of murder, culpable homicide, burglary, and theft. There was a large increase under the heads of dacoity, robbery, and hurt by dangerous weapons.

Police.

7. The year was again unhealthy, with influenza, small-pox, and malaria prevalent. But it was better than the previous year and the birth rate rose from 123 to 163 per 10,000 and the death rate fell from 565 to 265.

Medical.

8. The number of schools rose from 118 to 123 and the number of scholars from 4,087 to 4,209, the increase occurring chiefly in primary schools. There were again fewer numbers at the High School, Madarsa-i-Alia, and the City Vernacular Middle School. The five village schools which were closed in the previous year owing to lack of support have been re-opened. Forty-four candidates out of 57 from the Madarsa-i-Alia were successful in various examinations of the Punjab University.

Education.

#### TEHRI.

9. The year 1920-21 was the first in which His Highness the Maharaja administered his State. The income of the State fell slightly from Rs. 14.59 lakhs to Rs. 13.83 lakhs, while there was a larger fall in expenditure from Rs. 14.26 to Rs. 12.10 lakhs. There was a fair *rabi* crop but owing to the partial failure of the 1920 monsoon the *khariif* was comparatively poor. No pressure was put on the people to repay the *takavi* advances of

past years and consequently there remains an outstanding balance of about three lakhs on this account. The collections of land revenue were satisfactory. The land settlement operations are nearing completion. The free *begar* system was abolished and partly in consequence of its abolition, partly as a result of the failure of the coolie agency, the Durbar started a State Transport department with some 80 mules and a number of permanent paid coolies. The work of the Forest Settlement continued. There was a large increase in the number of village schools from 30 to 43, while the number of scholars rose from 875 to 2,302. The enrolment of the Middle Vernacular School also rose from 125 to 153. An interesting feature of the year was the institution of an Agricultural Bank for making loans for trade and agricultural purposes at a low rate of interest.

#### BENARES STATE.

10. The total receipts from all sources in the year 1919-20 increased from Rs. 20'37 to Rs. 22'57 lakhs and the expenditure under all heads from Rs. 20'74 to Rs. 22'32 lakhs. Both receipts and expenditure largely exceeded the estimates. Considering the nature of the season the crop outturn was satisfactory. Rainfall was erratic; it began late and ceased early. Early rainy season crops suffered from excess of rain, and the autumn crops from its shortage, while as there was little moisture in the land a considerable area of *rabi* fields remained unsown. Health was fair. There was no cholera, but a certain amount of plague and influenza was prevalent. Births only slightly outnumbered deaths. There was again an increase in the number of persons brought to trial, from 2,776 to 3,211. Convictions, however, fell considerably. On the whole the statistics of the crime are much the same as in the previous year. The number of cases of dacoity and robbery and cattle theft increased, while there were fewer cases of burglary and grievous hurt.

There was a decrease in the number of schools from 82 to 81 and in the number of scholars from 7,517 to 7,213. The fall in the number of schools is due to the closing of an aided school. The decrease in the number of scholars is ascribed mainly to the fact that the carpet industry was in a flourishing condition and parents preferred to put their children to it rather than to send them to school. The number of scholars at the Lovett High School at Gyanpur rose by 31, while the number at the Maston High School at Ramnagar fell by 40. It has again to be remarked that the Sanskrit classes made little headway. There was no change in the number of girls' schools, but the number of scholars rose from 140 to 160.

#### 3.—Historical summary.

#### 4.—Form of administration.

#### 5.—Character of land tenure and system of survey and settlement.

#### 6.—Civil divisions of British territory.

#### 7.—Details of last census, tribes, and language.

(For sections 3 to 7, see pages 8 to 41 of the report for the year 1911-12.)

#### 8.—Change in administration.

11. The Hon'ble Sir Spencer Harcourt Butler, K.C.S.I., C.I.E., held charge of the provinces throughout the year.

The reformed constitution took effect from the 3rd of January, 1921, the members of the Executive Council being the Hon'ble Sir Ludovic Charles Porter, K.C.I.E., C.S.I., O.B.E., and the Hon'ble Raja Sir Muhammad Ali Muhammad Khan, Khan Bahadur, K.C.I.E., C.S.I., of Mahmudabad. The

Ministers appointed for the Transferred Subjects were the Hon'ble Mr. C. Y. Chintamani, Minister of Education and Industries, and the Hon'ble Pandit Jagat Narain, B.A., Minister of Local Self-Government and Public Health.

#### 9.—Relations with tributary States and frontier affairs.

12. No important boundary disputes occurred during the year. A case of minor importance arose in which the exact boundary at one point between the Tehri State and the Dehra Dun district was at issue and the Tehri Durbar were addressed in the matter.

#### 10.—Condition of the people.

(For details see the annual report on the revenue administration by the Board of Revenue for the year ending the 30th September, 1920.)

13. The rains of 1919, though beginning somewhat late and in the western districts ending too soon, were on the whole very favourable. The weather of the winter of 1919-20 was also on the whole beneficial, as good rain fell at Christmas in the tracts where it was most needed. Public health was good and conditions were thus favourable to a recovery from the disasters of the preceding year. A full *kharif* was sown and very nearly a normal *rabi*, and as a good average yield was obtained from both crops the agricultural population was once more in a strong and satisfactory position at the end of the *rabi* harvest. The effects of the preceding season were, however, still visible. It is reasonable to suppose that the areas sown would have been not merely full but well above the normal, but for the influenza epidemic of the preceding winter; while straitened means compelled many cultivators to resort to the coarser varieties of grain as being cheaper to buy and less expensive to cultivate. Thus rice, sugarcane, and cotton occupied smaller areas than in 1917, and maize, *juar*, *bajra*, and the smaller millets larger.

Season and crops

The monsoon of 1920 began well but ended badly. Until the middle of August the rainfall was above the normal in most divisions. From then onwards, however, rain was generally scanty. The average rainfall for the whole season was as a result in defect throughout the provinces. The Jhansi division suffered the most with a defect of 40 per cent. Generally the defect was most pronounced in the western districts. Among the eastern districts those of the Benares and Gorakhpur divisions fared the best. The *kharif* area showed a decrease of about 4 per cent. as compared with the previous year, and the yield of all the *kharif* crops fell appreciably.

14. Prices had ruled high during the whole of the year 1918-19 in consequence of the failure of the 1918 monsoon. As soon as the prospects of the 1920 *rabi* were assured, a downward tendency manifested itself, but this ceased when the monsoon of 1920 ended prematurely and at the end of the year prices were again on the upward path. As a result wheat and barley were only a seer per rupee cheaper in September, 1920 than they were in October, 1919: gram was about two seers cheaper: rice was still more expensive and the prices of other grains were much the same. The main cause of the smallness of the fall during the prosperous period of the year was undoubtedly the world shortage of grain and the belief that it would be necessary for its export from India to be re-opened. The belief that prices would not fall led to hoarding on the part both of the grain dealers and of the cultivators.

Prices, trade, and health

As a result of Government control the net export of wheat fell by 7,960,248 maunds, but large quantities of gram and other pulses, *juar* and *bajra*, were exported. On the other hand the province continued to import rice during the whole period, taking in 3,695,936 maunds. The Punjab continued to supply a considerable quantity of gram. Transport difficulties on the railways continued to stand in the way of grain movements.

On the whole the public health was satisfactory and there was no epidemic calculated to interfere with agricultural activities. The total number of



deaths fell from 36 to 17½ lakhs, but still exceeded by nearly a lakh that recorded in 1916-17. Of this number 14½ lakhs are attributed to fever. Plague mortality rose from 17,000 to 23,800, and as usual was most severe in the eastern districts.

## CHAPTER II.—ADMINISTRATION OF THE LAND.

### 11.—Realization of the land revenue.

(For details see the annual report on the revenue administration of the Board of Revenue for the year ending the 30th September, 1920.)

Total demand  
and collection.

15. The total demand on account of land revenue, cesses, and rates amounted in round figures to Rs. 1,104 lakhs, of which Rs. 1,070 lakhs were collected and over Rs. 8½ lakhs remitted, leaving a balance of less than Rs. 25½ lakhs. The principal item in the latter is Rs. 22½ lakhs under the *Takavi* Acts. The demand in the preceding year was Rs. 986 lakhs, the difference in the figures for the two years being due in the main to an increase of about Rs. 63 lakhs in the amounts due for recovery on account of land revenue, current arrears, for which the new settlements and suspensions in the previous year are responsible, of about Rs. 6 lakhs in the income from occupiers' rates due to their enhancement, and of Rs. 46 lakhs on account of advances under the *Takavi* Acts.

Land revenue.

16. The net realizable demand under land revenue was Rs. 721 lakhs, about Rs. 63 lakhs more than in 1918-19, the increase being accounted for by the regular revision of settlements and the suspensions or postponement of revenue made in the previous year. Collections amounted to Rs. 712 lakhs, Rs. 9 lakhs being remitted, suspended or postponed on account of drought, hail, and damage done by insects. The real balance outstanding at the close of the year was only Rs. 15,432. The suspensions and remissions of the current revenue demand were very small, Rs. 38,038 being suspended, Rs. 266 postponed, and Rs. 16,860 remitted. But it was necessary also to remit Rs. 8,40,065 and to continue under suspension to Rs. 6,354, out of the amounts suspended in the previous year owing to the drought. Meerut, Muzaffarnagar, Bulandshahr, Moradabad, Shahjahanpur, and Unao accounted for the greater part of the former amount.

Rates.

17. The current demand for occupiers' rate, which had risen in the previous year by over Rs. 12¼ lakhs, rose again by little over Rs. 6 lakhs, totalling over Rs. 119 lakhs. The rise was confined chiefly to the Meerut and Jhansi divisions, and in the former was due mainly to the enhancement of the sugarcane rate. But for the revision of the rates there would undoubtedly have been a heavy fall in income instead of a substantial increase. With the exception of Rs. 15,316 the whole realizable demand was collected within the year, an indication that the demand presses lightly. Collections of owners' rate was equally satisfactory. Of the total realizable demand of Rs. 1,15,081 all but Rs. 282 was collected within the year.

Advances.

18. The total sums advanced under the Agricultural Loans and Improvements Acts aggregate Rs. 26·04 lakhs. The year opened with a total of Rs. 229·60 lakhs on loan and recoveries amounted to Rs. 136·72 lakhs, so that the total amount outstanding at the end of the year was Rs. 119·63 lakhs.

Although the monsoon of 1919 was a good one advances under Act XIX reached the high figure of Rs. 7,28,950. The reason was that further instalments were given for works which had been begun in the previous year. Etah took the largest sum, and Jaunpur the next largest, both sums being well over a lakh. The only other districts taking more than half a lakh were Hardoi and Aligarh. Hardoi had the largest number of masonry wells finished during the year, namely 494; Etah was second with 326, and Jaunpur third with 245. In Etah it is stated that out of the wells for which loans have been given, 1,004 are under construction and 1,437 have not yet been begun and a large number have not yet been begun in other districts. This indicates that advances are not always given with sufficient care. The general result for the province was that 2,318 new masonry wells were

finished and 270 were repaired, while 5,160 were in course of construction and 1,966 had not been begun. In addition to this 112 new embankments and 25 new tanks were finished, 25 embankments and 14 tanks were under construction, and 24 embankments and two tanks were repaired.

The after-effects of the drought of 1918-19 made it natural that the cultivators should require considerable amounts for the purchase of seed and cattle, and it is therefore not surprising that the total amount advanced under Act XII should reach the figure of Rs. 18.75 lakhs, of which Rs. 13.65 lakhs were given for seed and Rs. 3.10 lakhs for cattle. The Jhansi division was easily first with a total of Rs. 6.32 lakhs, Benares was second with Rs. 3.39 lakhs, and Allahabad third with Rs. 2.90 lakhs.

Out of the total demand of Rs. 26.96 lakhs under Act XIX collections amounted to Rs. 21.12 lakhs or 82 per cent. of the net demand. Collections were short as usual in the Agra division, which accounts for Rs. 4,18,587 of the uncollected balance, Muttra, Agra, and Etah being once again heavy defaulters.

Under Act XII the total demand was Rs. 137.25 lakhs. Collections totalled Rs. 119.63 lakhs, leaving a balance of some Rs. 17 lakhs. The Agra division again had the worst record, with an uncollected balance of nearly Rs. 13 lakhs. Leaving this division out of consideration the figures of collections are extremely satisfactory and justify the policy adopted in 1918-19 of making liberal advances in a time of drought when local credit is contracted. Special measures to improve the position in the three districts of the Agra division referred to appear necessary.

19. The coercive processes issued totalled 189,347 or 4,191 more than the previous year's figure. There were increases in every form of process except writs of demand, which fell by 3,320, and are now seldom used except for recovering money from ladies who cannot appear in public, and sales of immovable property and annulments of settlement which are hardly ever employed. The cause of the increases was the larger demand under the Agricultural Loans Act. Citations rose by 1 per cent. and warrants of arrest by  $2\frac{1}{2}$  per cent. The largest increase, however, was in attachments, being 23 per cent. in the case of movable and nearly 46 per cent. in the case of immovable property. Citations amounted to 58 per cent. of the total number of processes issued.

Coercive  
processes.

### 12.—Settlements.

20. The districts of Saharanpur and Muzaffarnagar continued to be under settlement. In both the work was nearly completed by the end of the year. The settlement of Garhwal was postponed for two years.

21. Saharanpur had the largest number of cases, there being 13,801 for disposal, nearly two-thirds of which were connected with the fixation of rent. Only 250 were pending at the close of the year. In Muzaffarnagar there were 11,826 cases for disposal, of which all but 4,647 were disposed of. Only 8 records cases were pending in Saharanpur and 370 in Muzaffarnagar.

Case work.

22. Expenditure during the year amounted to Rs. 94,133 for Saharanpur and Rs. 90,347 for Muzaffarnagar.

Cost of  
settlement  
operations.

### 13.—Land Records.

23. During the year the pay of all ranks of the land records staff in the districts was raised and a further increase in the pay of patwaris has been sanctioned since the close of the year.

Establishment.

24. Nine patwaris were permanently promoted as assistant registrar kanungos and 55 received officiating promotions to that post. Five got permanent appointments as partition amins and 20 were appointed to officiate as such. More than 90 patwaris were promoted to officiating vacancies in the supervisor's post and 16 were appointed to officiate in various subordinate posts such as ahlmad, siahanavis, kurk amin, copyist, etc. Two were exempted from the age limit and seven both from the age limit and the educational test. The percentage of patwaris holding the

Patwaris.

school certificate is much the same as last year, as is also the percentage of unpassed men. There was a diminution in the number of resident and a consequent increase in that of non-resident patwaris. The reason for this is said to lie in the fact that with re-allocations pending in a number of districts owing to recent settlements and with the sanctioned re-allocation schemes of a few others having had to be postponed, strict enforcement of the rules regarding the obligation of residence had necessarily to be relaxed.

Kanungos.

25. One kanungo inspector was selected as an approved candidate for tahsildarship as was also a sadar kanungo. Three supervisor kanungos were permanently appointed as sadar kanungos and five received temporary promotion to that post. Three were appointed as permanent naib-tahsildars and 52 officiated in temporary vacancies. Four were selected as approved candidates for naib-tahsildarship, one was appointed as assistant manager of Court of Wards estates, two as sarbarahkars, and one as an instructor in the Kanungo Training School. Five were deputed on land acquisition work.

Revision of circles.

26. The re-allocation of patwari circles in the six recently settled tahsils of the Allahabad district was sanctioned with effect from the 1st April, 1920, but it was subsequently postponed until 1st July, 1921, as it would have very seriously hampered the success of the census operations. For similar reasons the re-allocation of circles in the Budaun district which was sanctioned to take effect from the 1st August, 1920, was postponed until August, 1921. The revision of patwari circles in the Lalitpur sub-division of the Jhansi district which had to be held back for some years past on account of financial considerations was sanctioned and carried out during the year.

Testing of papers.

27. The prescribed standards of tests by supervisors were fully worked up to and were in most cases exceeded. Taking the province as a whole the officers of the headquarters staff also did a fair amount of testing. The volume of work done in all districts except Pilibhit and Muttra was generally adequate. In these two the work was deficient. A healthy feature of the year's returns is the evidence they furnish of the marked attention paid to "retesting," which is probably the result of the orders issued last year. There is some difference of opinion as to the amount of testing to be done as against retesting. The amount of testing and retesting done by the tahsildars and their naibs shows a further advance over last year and was generally adequate. All round improvement is also reported in the work done by the sadar kanungos.

Maps, records, and boundary marks.

28. The condition of maps is reported to be generally fair and due attention was paid to the work of map correction. Owing to the migratory habits of the Buxas and the general instability of cultivation, maps in the Naini Tal district are reported to be generally full of corrections and in order to maintain them up to date and in good order it would be necessary to prepare a new map every year in a large number of villages. The continuance of the practice of intentionally altering field boundaries in tahsil Utraula of the Gonda district makes resurvey necessary every year.

The condition of boundary marks is reported to be good and they were generally inspected and necessary action in regard to renewal or repair taken. It was not possible to replace any boundary marks in Bulandshahr owing to the contractors having struck and refused to do the work at the rates previously current. All the work in connection with the experimental scheme of fixing permanent boundary marks in alluvial tracts in the Ballia district was completed during the year. Tahsil registers are reported to have been properly maintained and are up to date.

Concealment of rents.

29. Cases of concealment of rent are reported from four districts.

14.—Waste lands.

30. There is nothing of importance to record.

## 15—Government estates.

(For details as regards minor estates and Dudhi, see the annual report on the revenue administration by the Board of Revenue for the year ending the 30th September, 1920, and for the Government estates in the Kumaun division, see the separate reports for the year ending the 31st March, 1921.)

31. The year opened with 520 properties held over from the previous year and closed with 505 ; 25 properties, etc., passing out of the possession of Government and 10 new properties being acquired. Of these 505, 168 are in Bundelkhand and 200 in Oudh. The only large properties are the Holagarh and Kharagapur estates in Allahabad and the Stud Lands in Ghazipur. The current demand rose from Rs. 3,93,278 to Rs. 4,29,246 owing mainly to revision of assessments in Dudhi. Ninety-seven per cent. of the total amount was collected as compared with 88 per cent. in the previous year. The cost of management was 14·4 per cent. as compared with 17·4 per cent. in the previous year and 16 per cent. in 1917-18.

Minor estates.

32. The year was unfavourable ; insufficient winter rains caused a poor *rabi* outturn ; and the *kharif* crop of 1920 was very poor where no protection was afforded by *bandhs*. Acute epidemic disease prevailed amongst the cattle, and this considerably hampered agricultural operations. The situation, however, was saved to a great extent by the briskness of the demand for lac, and its high prices, and notwithstanding that there was a big increase in the revenue demand owing to the revised assessments and careful management, for the fourth time in the estate's history it was collected under all heads. All buildings and roads were maintained in good order and improvements to *bandhs* and reservoirs have been, or are being carried out. Last year it was reported that improvements had increased the irrigated area from 484 to 1,500 acres, and this year there was a further increase of 300 acres.

Dudhi.

33. The year was unfavourable for agriculturists on the whole, but the Bhabar tenants did very well as usual, whereas the Tarai men had a lean year. The early cessation of the rains did not affect the rice in the Bhabar, which is fully protected by an intricate system of masonry canals and consequently an excellent harvest was reaped. Dry crops were a failure everywhere, but this loss was more than compensated by a bumper crop of rapeseed which did particularly well in the Bhabar. The great deficiency of rain in September and October prevented the Tarai tenants from sowing anything like the full *rabi* area and the crops were indifferent owing to insufficient moisture.

Tarai and  
Bhabar estates.

Excluding the sum of Rs. 67,060 paid on account of fixed land revenue, the total expenditure of the year was Rs. 5,16,141 as against Rs. 4,36,861 in 1919-20. The increase is entirely due to the general revision of the pay of staff, the increase of prices and to the settlement operations in the Tarai. The actual receipts for the year amounted to Rs. 7,84,246, which is Rs. 62,669 less than the previous year's revenue. A decrease of Rs. 47,523 under forest receipts is due to smaller sales of *sal* and *khair* trees and to the rejection of excessive bids.

The general health of the people was distinctly better than in the previous year and the usual fever epidemic was mild, but there was an outbreak of cholera in February which lasted till May, 1921. The ratio of deaths continued to be very high especially in the Tarai. Attendance in the Bhabar schools is satisfactory but it is very poor in the Tarai.

34. The year was, on the whole, a fairly prosperous one but the premature cessation of the rains of 1920, in the middle of August adversely affected the *kharif* outturn. Both *kharif* and *rabi* crops, were, however, on the whole fairly good. Receipts for the year rose from Rs. 32,141 to Rs. 35,328. Rent collections were, however, as usual cent per cent of the demand. Expenditure rose from Rs. 18,035 to Rs. 27,217, the increase being mainly due to revision of pay of establishment and to repairs to canals. The estates were free from epidemic cholera and the year was in fact exceptionally healthy. The tenants have continued to prosper, and except as

Garhwal-  
Bhabar  
estates.

regards forest rights which they maintain should be increased *pari passu* with the increase in population, cattle and cultivated area, there has been a remarkable absence of complaints. The number of co-operative societies is 10 and 6 new societies are now in course of formation.

#### 16.—Wards' Estates.

(For details see the annual report on the operations of the Court of Wards for the year ending the 30th September, 1920.)

Number of  
estates under  
the Court.

35. The number of estates under superintendence at the beginning of the year was 148. Charge was assumed of 13 estates with a rent-roll of Rs. 7,65,300 and 12 estates with a rent-roll of Rs. 8,30,600 were released.

Estates taken  
over or  
released.

36. Of the estates taken over six belong to minors. In two cases the proprietors themselves applied for assistance of the Court of Wards under section 10 and in one case charge was assumed under section 16 of the Act. In three cases action followed an enquiry under section 9. Similar enquiries in 17 other cases were made, in 15 of which interference was found inadvisable. Several cases were still under consideration at the close of the year. Four estates were taken over as a result of the enquiry into the circumstances of the greater zamindars of the province. In 63 out of 78 cases thus enquired into it was decided that intervention was unnecessary or undesirable.

Financial.

37. The gross receipts rose from Rs. 121 lakhs to Rs. 146½ lakhs. The total expenditure was Rs. 140½ lakhs. A sum of Rs. 6 lakhs was invested during the year.

Rent  
collections.

38. The collections reflected the improved conditions of the year. The total current rental demand amounted to Rs. 1,08,44,178 against Rs. 99,62,435 in the previous year. 42·9 per cent. of the arrear demand was collected against 20·2 per cent. in the previous year. In all the divisions collections were on the whole satisfactory. The Sisendi estate in the Lucknow division collected 99·9 per cent. of its current demand and 95·6 per cent. of its arrears.

Land revenue.

39. The Government demand of Rs. 37,84,622 for revenue, rates, and cesses was paid in full. The actual demand for the year works out at 34·5 per cent. on rental demand and 36·1 per cent. on actual collections. The demand excluded Rs. 81 remitted and Rs. 393 suspended out of the current demand and Rs. 13,272 remitted out of the suspended revenue falling due within the year but it includes payment of Rs. 48,943 on account of the revenue suspended in the previous year.

Cost of  
management.

40. The cost of management amounted to Rs. 11·11 against Rs. 9·17 lakhs. The increase is chiefly due to the assumption of charge of certain estates and also to the increase in the pay of special managers.

Repayment of  
debts.

41. Excluding Rs. 19,793 due from the estates released at the close of the previous year, the balance of debts due at the close of the year was Rs. 1,36,42,401 against Rs. 1,39,77,482 at the close of the year under report. The debts thus increased by Rs. 3,35,081. This is due to the assumption of charge of some indebted estates and to the fact that the exact liabilities of certain estates, which were taken over in the previous year were discovered and added during the year. The total debts added during the year aggregated Rs. 20,49,379, of which Rs. 11,37,935 represents loans taken during the year, and the balance is on account of interest and costs. The actual sum devoted to the liquidation of debts was Rs. 38,49,734 or Rs. 18,10,661 more than in the previous year. A few estates either failed to pay the interest or failed to work up to the liquidation scheme. On the whole the progress made in liquidation of debts is quite satisfactory.

Improvements.

42. The total expenditure on improvements of various kinds aggregated Rs. 6·83 lakhs against Rs. 5·11 lakhs in the previous year, but the figures are still below those for the year 1916-17. Several districts report that efforts have been hampered by difficulty in obtaining labour and in securing competent overseers and contractors. The year was one of heavy rainfall and consequently interest in well-construction was not very keen.



Three hundred and twenty-six wells were constructed against 350 in the preceding year. The supply of tube wells has been hindered by the absence of an adequate staff and the high prices of materials. A good deal of attention was paid on most estates to the introduction of better seed amongst the tenantry. Efforts were made on some estates in the direction of the reclamation of waste lands. Some slight progress was made in continuing experiments in the re-organization and consolidation of holdings, but the obstacles are many and serious. Schemes are under preparation for the establishment of demonstration, dairy, and stock breeding farms.

43. A sum of Rs. 53,636 against Rs. 42,134 in the previous year was expended on sanitation and medical relief. Nine dispensaries maintained by various estates continued to do useful work. The expenditure on sanitation alone amounted to Rs. 18,033 against Rs. 11,007 in the previous year.

Sanitation and  
education.

Rupees 57,132 were spent on the education of the tenantry in addition to Rs. 3,510 on school buildings. Ninety-four schools were maintained entirely by the estates at a cost of Rs. 21,519. Rs. 8,613 were paid in aid of District Board schools in which estates were interested and Rs. 3,024 were expended in providing scholarships. The Kalakankar estate subscribed Rs. 25,000 towards the Kshattriya College in Lucknow, and Rs. 27,000 were paid by various estates as subscription towards the Canning College and other institutions. A special feature of the year was the liberal assistance given by nearly all estates in Oudh towards the Lucknow University. Promised contributions aggregated nearly Rs. 7.5 lakhs.

44. During the year a good deal has been done by the Court of Wards to encourage the co-operative movement among its tenantry. Organizers have been or are about to be appointed in eight estates. In addition several estates have sent ziladars for training in co-operative principles. Many of the existing societies are flourishing, while many others are in an unsatisfactory condition. Nine new societies in Partabgarh were ready for registration at the end of the year, of which five were to the credit of the newly-appointed organizer.

Agricultural  
banks

45. It is believed that district officers generally continue to exercise caution in the matter of rent litigation and file suits only where they are unavoidable. The proportion of cases instituted which were lost was, as usual, negligible. The number of applications for enhancement of rent was large in Muzaffarnagar and Gorakhpur, due to the fact that these districts have been under settlement operations. Elsewhere it was very small. The Court of Wards was engaged during the year as plaintiff or defendant in 21 civil suits exceeding Rs. 10,000 in value. Four cases were decided in its favour and one was lost. One was partially successful and two were mostly lost. Three cases were compromised and ten were still pending at the close of the year. One of the most important cases—a claim valued at Rs. 33.33 lakhs—was compromised. The Court of Wards was involved either as appellant or respondent in 24 appeals during the year. Only two were altogether lost, but 14 remained pending at the close of the year.

Litigation.

46. The accounts of 98 estates were audited in the regular course during the year. In many districts the accounts were found to be on the whole satisfactorily maintained, but there is a large number of districts where the accounts are unsatisfactory, and the Board of Revenue have again had to draw attention to the necessity of observing rule 111 which requires quarterly inspection of accounts by sarbarahkars. There was only one case during the year in which embezzlement was suspected. A ziladar was prosecuted for misappropriating Rs. 83 but was acquitted.

Accounts.

47. The education of the wards continues on sound lines and it is satisfactory to note that many of the heirs to the most important estates are doing well. Some of the wards are being trained in estate management, but the results have not always been satisfactory. The 10 per cent. cost of management standard was exceeded in 16 districts, but the increase was partly due to the increase of pay of special managers and also to the increase in the rate levied under Act X of 1892. The general increase in the pay of the Court of Wards' staff this year will raise the cost of management to an estimated figure of nearly 14 per cent which may with further development of estates fall to a 12 per cent. standard.

General.

The maintenance and education of wards and their families cost about 25·04 lakhs or about 5·82 lakhs more than last year. The increase was mainly due to extra expenditure on ceremonies. In this connection the Board of Revenue have pointed out that while disqualified proprietors and their relatives bring pressure to bear in support of their claims for ceremonies and similar unproductive expenditure, no one connected with the estate is as a rule interested in proposals for the benefit of the tenantry.

#### 17.—Revenue and rent-paying classes.

(For details see the annual report on the revenue administration by the Board of Revenue for the year ending the 30th September, 1920.)

Tenancy litigation, Agra.

48. There was again a large increase in the total of new institutions under the Tenancy and Rent Acts from 419,878 to 470,586. The principal increase was in ejectments, enhancements, surrenders, and miscellaneous applications, and decreases occurred only under three heads, distraints, resumptions, and applications for ejectment under section 59. The increase is ascribed principally to the return of parties from service in the army, the previous year's drought, and the high prices of produce which encouraged landlords to enforce their demands by suit and seek to obtain lands for their own cultivation by ousting tenants.

Suits for arrears of rent and ejectment for arrears.

49. The drought of 1918-19 caused rents to fall into arrears, and the collection of suspended amounts was attended with a certain amount of difficulty. It is not therefore surprising to find that the number of suits for arrears of rent increased from 181,225 to 201,518. The Rohilkhand division had the largest increase and the Agra division came next. The Meerut, Gorakhpur, and Benares divisions showed decreases. Many of the differences between districts are striking and difficult to explain. Applications for ejectment for decreed arrears decreased from 46,079 to 45,281 because there had been fewer suits for arrears in the previous year. It may be noted, however, that there have now been decreases under this head for three years in succession, and it is clear that the rise in the value of produce has enabled tenants to meet their liabilities with greater ease. The number of cases in which ejectment was ordered decreased from 9,857 to 9,682, but the area concerned increased from 38,771 to 40,217 acres, of which 33,864 acres, nearly the same area as last year, belonged to occupancy tenants.

Enhancement of rent.

50. Suits for enhancement of rent decreased from 18,533 to 17,290 in Moradabad, where an abnormal number had been filed in the previous year, having a fall of 1,575. Several district officers allude to the difficulties experienced by the courts generally in enhancing rents owing to their being no satisfactory method of ascertaining a prevailing rate.

Relinquishments.

51. The drought of the previous year had caused a large rise in the number of surrenders and it is not surprising that owing to its after-effects the same tendency continued. The number for the year, 11,698 less than the previous year's total of 12,342, exceeded that of 1917-18 by 2,028. Some Collectors are inclined to think that landlords are resorting to unlawful methods of inducing tenants to leave their holdings, but the Board of Revenue do not accept this suggestion. They do not consider that landlords are now-a-days in a position to use arbitrary methods.

Ejectments other than for arrears.

52. Ejectment suits again showed a regrettable rise from 138,662 to 167,366 which was shared by all the districts except Fatehpur, Allahabad, and Mirzapur. The Rohilkhand and Gorakhpur divisions had the largest increases and these two divisions account for nearly half of the total number of suits filed. Of the districts Basti had the largest increase and was followed by Moradabad and Budaun. The landlords' ancient dislike for occupancy rights has been accentuated of recent years by the difficulties of obtaining enhancement of occupancy rents in proportion to the increased monetary value of produce. Their incomes have not risen to an extent commensurate with the increased cost of living and they feel that they have been deprived of their proper share of the benefits conferred on agriculturists by high prices.

Protected area.

53. Excluding the Naini Tal district the total area held by tenants with occupancy rights fell from 10,178,843 to 10,165,799 acres. There were decreases in all districts except Saharanpur, Muzaffarnagar, and Gorakhpur where revision of records in connection with settlement operations converted land recorded as non-occupancy of more than 12 years' standing into occupancy land. The whole area protected either by occupancy right or continuous tenure for 12 years continued to rise and reached 67·6 per cent., of the total tenants, area. At the same time the area subject to leases for seven years or more, after falling in the previous two years rose from 907,912 to 915,723 acres, the increases taking place in the Gorakhpur, Rohilkhand, Allahabad, and Jhansi divisions. If all these forms of protection are taken together the grand total of the protected area comes to 71·9 per cent of the total area held by tenants.

Rent litigation  
in Oudh.

54. Suits and applications under the Oudh Rent Act exclusive of applications for ejectment, continued to fall in number, and were only 33,967 against 36,687 in the previous year. The largest decreases were in suits for arrears of rent and relinquishments and by far the largest increase was in suits to contest enhancement and ejectment. The fall in the number of arrears of rent suits occurred in all the districts except Hardoi and Unao, and this is explained by the fact that the Fyzabad division and the other districts of the Lucknow division fared comparatively well in the previous year. The case was nearly the same as regards relinquishments. There had been a heavy drop in notices for ejectment in the previous year owing to unfavourable conditions, and with the return of prosperity a rise was to be expected. The actual increase however, viz., from 24,114 to 43,354, was abnormally large and may be attributed to the same cause that has been noticed in Agra, namely the desire of the landlords to share in the benefits conferred by the rise in the value of the produce. It is believed that the object of the large majority of these notices is to obtain *nazrana*. The largest increases in notices for ejectment occurred in Hardoi and Unao, and only one district, Bahraich, showed a decrease.

Rent court work.

55. There was a large increase in the number of institutions with the result that the number of cases for disposal rose from 5,44,306 to 6,38,983. Of these, 4,52,260 cases were disposed of as compared with 3,75,876 in the previous year, the pending file rising from 1,68,397 to 1,86,723.

In Oudh the number of cases for disposal rose from 85,033 to 1,11,331 but the pending file decreased from 2,059 to 1,500.

Appeals to Collectors under the Agra Tenancy Act rose from 4,756 to 5,354, while the number of appeals to Deputy Commissioners in Oudh decreased from 1,108 to 1,034. In Kumaun the figures were nearly the same as in the previous year. The number of appeals to Commissioners for disposal rose from 10,337 to 12,398 and Commissioners were quite unable to deal with the suddenly increased burden of work, with the result that the total number of cases pending at the close of the year rose from 3,363 to 6,513. Additional assistance is required in some divisions. The number of appeals to district judges rose from 1,699 to 1,721.

Mutation in  
revenue papers.

56. Changes of all kinds in proprietary rights recorded during the year fell from 3,40,428 to 2,96,282. The volume of work, however, was still abnormal. The recorded successions were 1,71,370 compared with 2,38,346 in 1918-19 and 1,20,315 in 1917-18. The mass of work to be dealt with in the previous year due to the influenza epidemic had caused arrears to accumulate, and a complete return to normal conditions was therefore impossible. Sales of revenue-paying lands by order of courts rose from 3,092 to 3,276 and of revenue-free lands from 93 to 135. The total number of mutations owing to orders of courts was 8,524 compared with 7,506 in the previous year.

Partition cases.

57. After decreasing in the two preceding years the partition file of the province increased substantially. New institutions numbered 4,017 against 3,312 and the total number for disposal was 9,367 against 8,861.



Disposals however were good, amounting to 3,877 against 3,509 and the pending file increased only from 5,350 to 5,490. New institutions were most numerous in Meerut, Basti, Gorakhpur, Bijnor, and Moradabad. The Board of Revenue proposes to place the whole of the partition work of the district under one officer where partition work is especially heavy. Steps in this direction have already been taken in Gorakhpur with satisfactory results. Most district officers devote much care to the question of compactness but there are several practical difficulties in the way and so far the principal result has been to substitute imperfect for perfect partitions. As was noted last year, the difficulties can only be removed by legislation.

### CHAPTER III.—PROTECTION.

#### 18.—Legislative authority.

58. The elections for the reformed Legislative Council were held in October, and the Council came into existence with effect from the 3rd of January, 1921. It consists of 100 elected members and 21 non-elected members.

#### 19.—Course of legislation.

59.—Under the old Council, Amending Acts were passed during the year to the United Provinces Land Revenue Act (Act no. III of 1901), the Agra Tenancy Act (Act no. II of 1901), and the United Provinces Village Courts Act of 1892. The last-named Act was repealed by an amendment to the United Provinces Village Panchayat Act of 1920 in the local areas where that Act might be applied.

In addition the following new local Acts which do not repeal, modify or amend any previous Act were passed during 1920 :—

- (1) The United Provinces Minor Irrigation Works Act, 1920 (Act no. I of 1920).
- (2) The United Provinces Private Irrigation Works Act, 1920 (Act no. II of 1920).
- (3) The Canning College and British Indian Association Contribution Act, 1920 (Act no. IV of 1920.)
- (4) The Lucknow University Act, 1920 (Act no. V of 1920).
- (5) The Agra Estates Act, 1920 (Act no. VII of 1920).

#### 20.—Police.

(For details see the annual report on the administration of the Police department for the year ending 31st December, 1920, and the tables under the head "Police" in Part VI—Statistics of British India.)

#### Crime statistics.

60. Conditions during the year were generally favourable; the agricultural classes were prosperous and there was a strong demand for labour. The general prosperity is reflected in the crime returns, which show a marked decrease in practically all classes of offences against property. The total number of offences reported, including true cases reported to Magistrates fell from 1,75,552 to 1,34,007. The decrease was most marked in the returns of serious offences against persons and property which were 22 per cent. lower than in any of the previous twenty years.

#### Investigations.

61. The percentage of convictions to cases investigated was much the same as in the previous year, 40·09 as against 40·45. No investigation was made in 14·55 per cent. of the crimes reported; 71 per cent of these cases came under the head of lurking house trespass and 28 per cent under the head of theft. In 1919 the percentage of cases not investigated was 18·24 and the decrease in the percentage is hardly satisfactory, in view of recent efforts to prevent such misapplication of energy.

#### Coin, stamps, and notes.

62. The number of true cases relating to coin, stamps, and notes rose from 68 to 76. Of these, 57 were tried out during the year, 50 ending in conviction.

#### Murders.

63. The number of murders fell from 824 to 696, murders by dacoits falling from 109 to 53. There was a less satisfactory decrease in the

percentage of cases successfully prosecuted. There was a welcome reduction in the number of murders of children for their ornaments, but a disquieting increase in the number of murders of zamindars, village headmen, and chaukidars. In Oudh there were no convictions of women for the murder of their infant children; in the Agra province there were fourteen such cases, in all of which sentence was reviewed by the High Court or the Local Government.

64. There was a fairly large increase in the number of true cases of poisoning. Excluding murders by poison they numbered 102. The total number of convictions fell from 26 to 15. So far as can be judged cases in which professional poisoners were concerned totalled 45, more than half that number occurring on railways. The large proportion of such cases which go undetected is unsatisfactory.

Poisoning

65. The number of reported cases of dacoity fell from 1,502 to 694, this being less than in any of the previous six years. The decrease was most marked in the case of attacks on houses. In the words of the Government resolution reviewing the year's work, "no feature is more satisfactory than the success met with in the campaign against dacoity." Success in investigation and prosecution was somewhat less than in the previous year, but compares most favourably with any other year since 1909. Out of 271 cases tried 213 convictions were obtained, 1,030 persons being convicted out of 1,854 brought to trial. A particularly satisfactory feature was that most of the important armed gangs operating in the province appear to have been broken up. The police, the people, and the authorities of the neighbouring States on the southern borders of the province all contributed their share to this success. It is noticeable that in most cases in which villagers put up some resistance and succeeded in injuring even one of their assailants, clues were obtained which ultimately led to the arrest of whole gangs: this demonstrates the need of encouraging villagers to defend themselves.

Dacoities.

66. The number of cases of robbery reported fell from 917 to 712. Results, though not quite as good as in 1919, were better than in any other year since 1910, more than one-fourth of the cases ending in conviction. The percentage of cases convicted to cases disposed of fell from 83 to 81 and that of persons convicted to persons tried out from 55 to 50. The number of persons acquitted was still comparatively large. Robberies were most numerous in Aligarh, Shahjahanpur, Bareilly, and Meerut. The marked difference between the figures for dacoity and robbery in several districts raises a doubt as to whether reporting under this head is altogether trustworthy.

Robbery,  
burglary and  
theft.

The number of burglaries reported was the lowest on record, being 47,392, one-third less than the number, 71,162, recorded in the previous year. This satisfactory result is attributed to intelligent use of the preventive sections. Unfortunately there has been no corresponding improvement in the detection of this form of crime. The percentage of cases convicted to cases reported was 9, the same as in the previous year. The percentages of cases convicted to cases disposed of and of persons convicted to tried out were 89 and 42 respectively, as compared with 90 and 42 in 1919.

The number of theft cases for disposal fell from 39,745 to 31,478. This also is the lowest figure on record. The decrease, which was general, was largest in Budaun, Hardoi, Cawnpore, and Bareilly. Cases tried to conclusion numbered 7,371, of which 6,674 ended in conviction. The percentage of cases convicted to cases disposed of fell from 91 to 90 and that of persons convicted to tried out from 60 to 48. The latter fall was most marked in magisterial cases.

67. Cases of cattle theft decreased by more than one-quarter. There were 4,588 cases for disposal as compared with 6,424 in 1919 and convictions fell from 1,848 to 1,174. The statistics show that this class of crime returned to more or less its normal level in 1920, and that slightly more success was met with in dealing with it than in the three years ending with 1918. Variations in the figures from year to year are believed to represent the difference between the seasons more than anything else, the figures of cattle theft being more directly affected by agricultural conditions than other forms of crime.

Cattle theft.

Criminal tribes.

68. The salient features of the year's working in connection with criminal tribes were the registration of all gipsies, and the restriction of the movements of gipsies and of sections of the semi-domiciled tribes to certain definite areas. This resulted in a large increase in the total registered population from 27,290 to 35,902, the number of persons whose movements were restricted rising from 3,958 to 11,825.

The various settlements and schools contained 2,413 registered and 1,024 unregistered persons at the end of the year, the figures for 1919 being 2,383 and 1,122 respectively. The unregistered inmates of these institutions are the juvenile community under 18 years of age. During 1920 the Gorakhpur school was closed and since the commencement of 1921 the Rajpur settlement has been abandoned. The inmates have been distributed in other schools and settlements. A new feature embarked on during the year was the Kalianpur (Cawnpore) settlement, the construction of which was nearing completion at the end of the year. It will be on a more ambitious scale than any of the existing settlements. Its main object is to provide regular and remunerative employment for the better behaved members of criminal tribes of the smaller settlements.

Surveillance.

69. The history sheets of 31,075 persons were maintained at the commencement of the year. No less than 9,256 fresh sheets were opened during 1920 and 9,012 closed. The balance at the close of the year was therefore 31,319. Of this number 7,222 related to convicts who were in jail and 3,815 to untraced persons. Of the 9,012 sheets closed during the year, 6,792 were discontinued owing to alleged reformation, and 2,220 owing to death or emigration. Of the closing balance 6,246 concerned persons whose names were on the surveillance register, as compared with 7,481 last year. There are considerable variations between districts both as regards the number of history sheets maintained and the number of persons under surveillance and it is doubtful whether sufficient attention is given in some districts to the important question of surveillance.

Finger Print  
Bureau.

70. The work of the bureau staff was exceptionally heavy during 1920. This was due to the fact that the registration of wandering gipsies, which was undertaken during the year, resulted in an abnormal number of slips being submitted for classification and record. The actual figure was 29,292, which was higher by 5,500 than the previous maximum (in 1914) and exceeded the 1919 total by over 11,000.

Slips sent for search fell from 17,486 to 13,688. The percentage successfully traced was 19·8. The number of absconders whose identity was established through such slips was 223 compared with 333 in 1919. The majority of those persons were, as usual, offenders against the Criminal Tribes Act.

Experts gave oral evidence in 374 cases as against 256 last year, and the number of written opinions furnished rose from 505 to 577. It is satisfactory that the value of the bureau is receiving greater recognition year by year. At the same time the increasing number of such calls enhances the need for a larger staff.

Absconded  
offenders.

71. The year opened with 2,973 names on the register of absconded offenders; 1,312 names were added and 1,367 struck off, leaving a closing balance of 2,918.

Co-operation with  
Indian States.

72. Relations with neighbouring States continued to be very satisfactory. Help was received by district police officers from the officials of Nepal, Gwalior, Dholpur, Bharatpur, Dattia, Rewah, Orchha, Rampur, and Benares States. The break-up of dangerous bands of dacoits in Bundelkhand was, in no small measure, due to the ready assistance received from neighbouring States.

Village headmen  
and chankidars.

73. The number of village headmen decreased from 1,00,317 to 99,256. Reports by them are said to have decreased from 3,320 to 1,608, but too much importance should not be attached to these figures. It is believed that village headmen are consulted in the majority of cases before information is lodged with the police. There is no real reason to suspect that they showed any less energy than in previous years. The question of improving

the position of chaukidars was carefully considered by the Civil Police Committee. Their decision to recommend rewards for good service on a more liberal scale was based on the principle that the substantial recognition of good service would give better results than the enhancement of a retaining fee which admittedly was and must still remain far below the living wage of a whole-time servant. Orders have now been issued regarding the enhancement of the reward grant and the supply of clothing to chaukidars free of cost.

74. The sanctioned strength of the regular police was increased by three inspectors, nine sub-inspectors, five head-constables, and five constables. There was a decrease of three (temporary) deputy superintendents. The total cost rose from Rs. 99.26 lakhs to about Rs. 131.92 lakhs. The increase was chiefly due to the revision of the pay of subordinate police from 1st April, 1920. The number of resignations fell from 1,718 to 1,444 and the number of desertions from 159 to 142. The majority of the resignations occurred during the first part of the year; with the introduction of the new scale of pay the position at once improved.

Strength and cost of the police.

75. Fourteen officers and 281 men were dismissed as compared with 24 officers and 314 men in 1920; 86 officers and 666 men were punished departmentally or judicially.

Punishments.

76. Resignations in the armed police fell from 409 to 363. There is reason for believing that the old unpopularity of service in the armed branch is dying out. This is undoubtedly due in the main to the grant of the special allowance which all constables of this branch receive, and the creation of city allowances, in recognition of the fact that living costs considerably more in the larger cities than in other parts of the province. It has not yet been found possible to give effect to the recommendations of the Armed Police Committee referred to in last year's report, but the proposals made by it have received the formal approval of Government and details of the scheme to create a military police battalion are now under preparation. There was no change in the sanctioned strength and disposition of the mounted police, but once again it remained some 5 per cent. below strength throughout the year, and there is little doubt that this is chiefly due to the insufficiency of the existing horse allowance. The whole question of the cost of upkeep of horses and the extent to which it can be reduced by wholesale purchases is at present under consideration.

Armed and mounted force.

77. Crime on railways decreased by 9 per cent. chiefly under the head of theft. There were only three cases of dacoity as compared with 19 last year and one of them was only technically a dacoity. Robberies numbered 17, an increase of two on the figures for 1919. Indian sepoys were the culprits in five of these cases, as last year. Cases of poisoning rose from 17 to 23, most of them, it is suspected, being the work of professional poisoners. Thefts decreased from 7,940 to 7,138 and the improvement in dealing with such cases continued, 944 convictions being obtained compared with 965 in 1919. Thefts from running goods trains decreased by about one-third. Thefts from passengers increased from 1,557 to 1,740 and the work of the police in this respect is not so satisfactory.

Railway police.

78. Three serious collisions took place, the most important being the Mewa-Nawada accident which occurred on 26th April. Excluding suicides and attempted suicides, the total number of persons killed or seriously injured on railways rose from 446 and 523 respectively to 570 and 557, the increase being due to the accidents referred to. Attempts at derailment fell from 13 to 8; none of them were of a very serious nature.

Railway accidents.

79. The number of chaukidars rewarded fell from 13,509 to 12,646 and the amount distributed in rewards from Rs. 36,588 to Rs. 28,820. In some districts the number of chaukidars rewarded is still too few.

Rural police.

80. The Police Training School at Moradabad re-opened at the commencement of the year. There were 142 students for the 1920 session and the 138 who appeared at the final examination all passed. Fourteen Assistant and Deputy Superintendents were attached to the school for

Training schools.

Criminal Investigation Department.

training. Various questions connected with the school are at present under consideration.

81. The work of this department increased enormously during the year and proposals are under consideration for increasing the staff. It is true that the number of investigations fell from 71 to 67, but the figures are misleading. They take no account of cases in which enquiry was made partly by officers of this department and partly by the district or railway police, though such cases represent the greater portion of the investigation work done by the Criminal Investigation department. Further, it should be noted that a single enquiry by the department often relates to a whole series of offences committed at different times and in different districts. Cases investigated include an important case of theft of currency notes from the Raja of Amothi, several cases of cheating and forgeries of Government currency notes and enquiries into the large increase in the number of counterfeit coins in circulation. One large gang of counterfeiters was accounted for. The special branch was more busily employed than in any previous year. Most of its activity was concerned with political agitation. Some of its officers were employed for long periods in connection with the Anglo-Afghan conference.

Nine prosecutions for seditious speaking, etc., were instituted, all but two of which ended in conviction, these two cases being withdrawn for special reasons.

Buildings.

82. Financial exigencies coupled with shortage of labour and material led once again to much curtailment in the building programme. Budget provision was originally made for a total expenditure of Rs. 5.33 lakhs but only Rs. 3.64 lakhs of this was finally utilized over police buildings. Five new police stations and one outpost were completed or approached completion during the year. Married quarters were also added to a certain number of stations. The list of urgent demands which have hitherto passed unheeded owing to lack of funds becomes longer year by year. It is hoped that Government will before long be in a position to provide money for a considerably larger programme than has been possible of recent years and that economic conditions will permit of such sums being utilized when allotted.

#### 21.—Criminal Justice.

(For details see the annual reports on Criminal Justice for the year ending 31st December, 1920, and the tables under the head "Criminal Justice" in Part VI—Statistics of British India.)

#### AGRA.

General.

83. The total number of sessions divisions remained at 18. Separate sessions divisions are to be constituted for Bulandshahr, Basti, and Muzaffarnagar as soon as the necessary buildings can be provided at those places. Temporary additional sessions judges worked for various periods in several districts. The scheme of investing subordinate judges with the powers of assistant sessions judges remained in force.

Number of trials.

84. Including cases pending from the previous year the total number of offences reported under the Penal Code fell from 1,11,613 to 1,06,248, and the number of cases returned as true from 80,855 to 74,957—a distinct improvement on the previous year. The number of cases brought to trial dropped from 72,854 to 64,449, and the number of persons who came under trial from 1,64,381 to 1,54,897.

The number of cases returned as true of offences reported against the State more than doubled. Offences against the public tranquillity, such as rioting and unlawful assembly, also increased to a marked degree. On the other hand, cases of false evidence, offences against public justice, and offences affecting the public health and safety show an appreciable reduction. There were also decreases in cases of hurt, kidnapping, theft, robbery, and dacoity. The figures for true cases of offences against the person vary little from those of the previous year. The decrease in the number of cases of offences against property is attributed to agricultural prosperity.



The number of reported offences against Special and Local Laws remained much the same—71,208—against 71,800 in the previous year, while the number of cases tried rose from 61,359 to 62,852. The explanation suggested last year for these high figures, namely improved supervision in local administration, is now confirmed. A notable increase of activity is to be found under the Municipalities Act, the number of cases brought to trial rising from 18,078 to 22,001. There was an appreciable drop in prosecutions under the Act for Prevention of Cruelty to Animals, which is probably not justified by the facts. Railway offences dropped from 1,245 to 770, with 475 fewer persons involved. The Sanitation Act was employed much more freely, the number of prosecutions and accused being more than double those of the previous year.

The percentage of persons convicted to persons under trial fell from 43 to 40 in magistrates' courts, but rose from 66 to 67 in courts of session. The percentage of cases dismissed under section 203 of the Criminal Procedure Code rose from 20 to 21. The improvement noted last year in the matter of action taken under section 250 of the Code was not altogether maintained, the total number of persons fined falling from 457 to 405, though the amount of fines imposed under this section for making frivolous or vexatious complaints increased.

85. The average duration of cases in all courts stood at 10 days, the same figure as for years past. It dropped from 16 to 11 days in courts of district magistrates, and from 43 to 40 days in courts of session. Duration of trials,

86. The number of persons sentenced to death by sessions courts was 154 as compared with 184 in the previous year. Of these, 98 sentences were confirmed by the High Court, 32 persons were released, 11 obtained modification of sentence, two re-trials were ordered, and the cases of 11 were still pending at the close of the year. The number of persons sentenced to transportation for life fell from 745 to 398, and of those sentenced to rigorous imprisonment from 24,587 to 17,617. The number of sentences of whipping fell from 3,277 to 1,688; 148 of the persons sentenced being juveniles. Punishments.

87. The number of appellants dropped from 21,233 to 18,163, while applications for revision increased from 3,551 to 3,978. In 8,512 cases the appeal or application was rejected; in 8,754 the sentence or order was confirmed, and in 69 sentence was enhanced. In 3,487 cases the sentence was reversed and in 817 cases the proceedings were quashed. A new trial or further enquiry was ordered in 605 cases. The percentage of totally unsuccessful appellants and applicants for revision was 69 as against 76 in the previous year. Appeals and revision.

#### OUDEH.

88. The number of offences reported fell from 61,322 to 57,547, a drop of over 6 per cent., but as the decrease was confined entirely to offences under special and local laws, it does not represent any real diminution in crime. Offences under the Indian Penal Code increased by 1.52 per cent. from 33,441 to 33,948. There was a fairly large increase in offences affecting the human body, and an almost equally marked decrease in offences against property. Thus cases of hurt increased by 1,599, while cases of theft fell by 1,169, and robbery and dacoity by 171. Number of trials.

Under Special Local and Laws there was a decrease in the number of offences reported from 27,881 to 23,599. The decrease occurred chiefly in offences under the Municipalities Act, Hackney Carriages Act, and the Police (District) Act.

The number of accused under trial fell from 93,510 to 92,201 and the percentage of convictions from 41 to 33.

89. The average duration of trials was 9.11 days in magisterial and 48.34 days in sessions courts as compared with 9.53 and 48.7 in 1919. The figure for magisterial courts is the lowest for the last six years, while the duration in sessions courts on the other hand has increased by nearly 50 per cent. since 1916. Duration of trials.

90. Fifty-one persons were sentenced to death and 87 to transportation for life as against 74 and 217 respectively in 1919. Sentences of whipping fell from 792 to 412. The number of persons sentenced, to Punishments.

Appeals and  
revisions.

rigorous imprisonment fell from 7,850 to 5,235, and 22,916 persons were fined as against 27,104 in 1919.

91. The total number of appellants and applicants for revision was 5,499 as against 6,020 in the previous year. One thousand three hundred and ninety-five appeals or applications were rejected; and in 3,320 the sentences were upheld. There was no case of enhancement of sentence. In 538 cases the lower court's order was modified and in 924 the finding was reversed. Proceedings were quashed in five cases, while a new trial or further enquiry was ordered in 239 cases.

22.—Prisons.

(For details see the annual report on the Jail department for the year ending the 31st December, 1920, and the tables under the head "Jails" in Part VI—Statistics of British India.)

General.

92. The year opened with a total of 25,773 prisoners of all classes. During the year 77,593 were admitted and 77,979 discharged, there being 25,387 in confinement at the end of the year. The daily average number of prisoners of all classes was 24,808 against 31,206 in the previous year. There was little variation in the Jail population from month to month, a slight fall in May being due to a special release of prisoners in honour of the visit of the Indian Jails Committee to these provinces.

The year opened with 99 civil prisoners; 1,068 were received during the year, or 14 more than in 1919; 1,059 were discharged, leaving a balance at the end of the year of 108.

Punishments.

93. The number of serious offences committed by prisoners necessitating trial and punishment by criminal courts fell from 23 to 11. The total number of jail offences shows an increase, from 23,311 to 25,307, but the increase appears to have been chiefly in minor offences and was probably due to greater vigilance on the part of jail officials. The number of convicts who escaped from the jails was 11, of whom 7 were recaptured. Floggings numbered 22 as compared with 23 in 1919.

Expenditure.

94. The total expenditure incurred in guarding and maintaining prisoners amounted to Rs. 27,36,657 against Rs. 31,47,561 in the previous year, the decrease being due to the considerable fall in the number of prisoners. The total cost per head rose from Rs. 100-13-9 to Rs. 110-5.

Employment.

95. The total cash profit made by the jail factories during the year was Rs. 4,72,293, as compared with Rs. 4,88,787 in 1919. The decrease is due to the fall in the prison population, and the rise in the average cash earnings per prisoner.

Health.

96. There was again an improvement in health and the death rate was only 17 per mille against 24·4 in 1919, but it is still well above the average for the seven years previous to the influenza year of 1918.

Juvenile jail at  
Bareilly.

97. The number of juvenile convicts admitted to the jails was 106 as compared with 167 in 1919. Of these, all non-habituals who were eligible were transferred to the Juvenile jail at Bareilly. The daily average number of juvenile prisoners in this jail was 236 as compared with 241 last year. The necessity for providing a jail for the reception and reformatory education of habitual juveniles has been recognized, and funds allotted for the purpose. The actual construction of the jail, however, has been postponed pending the receipt of the recommendations of the Jail Committee.

23.—Civil Justice.

(For details see the annual reports on Civil Justice for the year ending 31st December, 1920, and the tables under the head "Civil Justice" in Part VI—Statistics of British India.)

AGRA.

Original suits.

98. The total number of suits instituted in the civil courts of the Agra province rose from 152,368 to 158,363, thereby exceeding even the phenomenal figures of the years 1916 and 1917. The increase occurred



chiefly in munsifs' courts, small cause courts, and subordinate judges' courts. Suits for money or movable property were the heads responsible for the largest increase, but, as last year, suits of other denominations also contributed in varying proportions to the rise. The rise in the number of suits of larger values was specially marked. The increase generally is attributed to freedom from epidemics, a good *rabi* harvest, increased stability of financial conditions, and recovery of trade, which gave all classes of the population more leisure and means to pursue the path of litigation.

The number of suits before the courts rose from 182,235 to 186,979, and disposals from 153,170 to 163,825. The pending file rose by 497.

99. The number of civil court appeals rose from 12,672 to 14,405. A rise of 1,603 in District Judges' courts was mainly responsible for the increase. The pending file rose from 4,842 to 5,006.

100. Appeals before the High Court rose from 5,463 to 5,737, and the pending file from 3,581 to 3,771.

101. Applications instituted for execution of decrees rose from 145,433 to the high figure of 156,755. There was a very satisfactory increase of 11,809 in the number of disposals, and the pending file was reduced by 1,508. The percentage of fructuous applications throughout the judgements was 48, the same as in the two previous years.

102. The total number of village courts was 246, four more than in the previous year. Of these, the number of courts actually working was 182, as compared with 167 in 1919. The large proportion of the courts in Gorakhpur again remained inactive. The districts of Budaun, Shahjahanpur, Mainpuri, and Bareilly utilized these courts to a considerable extent, but they do not seem to have found so much favour elsewhere. Institutions fell from 13,259 to 12,517 and disposals from 12,844 to 12,342. The pending file was reduced from 390 to 291.

Honorary munsifs decided 7,416 cases as compared with 5,596 in 1919. The number of courts increased from 22 to 26.

#### ODH.

103. The total number of suits instituted fell from 67,510 to 66,469, or 1.54 per cent. The decrease is most marked in suits for money and movable property, especially in those of a petty nature dealt with in small cause courts. It was partly neutralized by an increase in the number of suits on the ordinary side. In munsifs' courts the number of suits rose from 18,386 to 20,500, and in subordinate judges' courts from 2,499 to 2,800. There was a general increase in the number of suits relating to immovable property and pre-emption. Matrimonial and mortgage suits also increased to some extent. Disposals increased from 68,041 to 68,870.

104. The number of regular appeals for disposal during the year was 2,836 as against 2,448 in the previous year. Of these, 2,027 were decided as compared with 2,164 in 1919.

105. The number of regular appeals for disposal in the Judicial Commissioner's court was 874 as against 1,005 last year. Of these, 551 were decided, leaving a balance of 323, as compared with a balance of 329 in 1919.

106. The number of applications before the courts for the execution of decrees fell from 66,176 to 64,528, of which 56,239 were disposed of, leaving a balance at the end of the year of 8,289 as against 9,047 the year before. There was a slight increase in the percentage both of wholly fructuous and of wholly infructuous applications.

107. Village courts decreased from 84 to 78, and institutions from 6,399 to 4,629. The number of cases decided was 4,532 as against 6,296 in 1919.

The number of honorary munsifs increased by three. They disposed of 4,844 suits as against 4,419 in the previous year.

#### KUMAUN.

108. In Kumaun the number of civil suits instituted rose from 5,938 to 6,426, an increase of 410 occurring in Garhwal, of 76 in Naini Tal, and of two in Almora. There was a marked increase in Garhwal in suits for money and movable property, which is attributed partly to a succession of inferior

Appeals.

High Court.

Application for  
execution of  
decrees.Village and  
honorary  
munisifs.

Suits.

Appeals.

Judicial  
Commissioner's  
court.Applications for  
execution of  
decrees.Village and  
honorary  
munisifs.

Suits.

harvests tending to drive creditors into the Law Courts, and partly to the large amount of money brought into the district by the War. There was a large increase in the value of suits from Rs. 5·82 to Rs. 7·39 lakhs. It occurred in all districts, but was greatest in Almora and Garhwal. The number of suits for disposal rose from 6,660 to 7,274, and the pending file from 935 to 1,080.

Appeals.

109. The number of appeals from decrees rose from 327 to 348. Forty-two remained pending at the close of the year, including 19 in the Commissioner's court

Execution of decrees.

110. There was a decrease in the number of applications for execution of decrees, from 3,383 to 3,151. Of these, 397 against 472 remained pending at the close of the year. Complete or partial satisfaction was obtained in 34 per cent. of the applications disposed of in Naini Tal, in 35 per cent. in Almora and in 59 per cent. in Garhwal.

24.—Registration.

(For details see the report on Registration for the year ending the 31st December, 1920, and the tables under the head "Registration" in Part VI—Statistics of British India.)

Registration.

111. The total number of all documents registered decreased from 344,822 to 298,849. The fall occurred in all classes of documents except in "Instruments of Perpetual lease," "Certified copies of decrees and orders of Courts," and "Written authorities to adopt." The decrease is due to the fact that the year 1919 was a record year for the number of documents registered. In 1920 registration reverted to normal conditions, the number of documents registered being approximately equal to that of 1917, and considerably higher than that of 1918—a year of special depression owing to the War.

Financial.

112. The total receipts rose from Rs. 9,48,684 to Rs. 11,94,138, an increase of over 25 per cent. The rise in the income in spite of the decrease in the number of documents is due to the enhanced scale of registration fees with effect from the 1st April, 1920. Expenditure increased by Rs. 93,950, due to enhancement of pay of sub-registrars, and of the ministerial and menial establishments.

Prosecution.

113. There were three prosecutions under the Registration Act during the year. Convictions were obtained in all cases.

Inspections.

114. Inspections decreased from 463 to 457.

25.—Municipal Administration.

Constitution.

115. No change occurred in the number of municipalities during the year, nor was there any alteration in the constitution of any of the municipal boards. During the course of the year, however, the constitution of the Allahabad municipal board was revised to have effect from the 1st April, 1921. The board now consists of 29 elected and six nominated members, 11 of the elected members being Muslims and the remainder non-Muslims.

Chairman.

116. The boards of Mussoorie and Mirzapur elected non-official chairmen for the first time, thus raising the number of non-official chairmen in the province from 70 to 72 out of a total of 84.

Taxation.

117. No change occurred in the powers of municipalities as regards taxation. Octroi was still in force in 26 municipalities at the close of the year, but it has since been replaced by terminal tax and toll in Banda, Khurja, Pilibhit, Dehra, Kasganj, Farrukhabad, and Etawah. Several boards have been permitted to retain octroi.

Financial receipts.

118. The total municipal income, excluding loans and advances, fell from Rs. 114·77 to Rs. 112·18 lakhs. The decrease was mainly due to reduced receipts under the head of "Miscellaneous." The incidence of taxation rose from Rs. 2·5·3 to Rs. 2·5·9 per head of population.

Octroi and terminal taxation receipts.

119. Receipts from octroi fell from Rs. 34·17 to Rs. 30·91 lakhs, this being chiefly due to its abolition in the Hardwar and Agra municipalities, referred to in last year's report. Receipts from terminal tax and toll

rose, mainly for the same reason, from Rs. 8·63 and Rs. 1·98 to Rs. 10·35 and Rs. 3·66 lakhs respectively. There were marked improvements during the year in the octroi receipts in several municipalities, while many municipalities reported a decline in income from terminal tax and toll. In the former cases the increase is ascribed to better trade conditions, and the rise in the price of cloth and other commodities. Various reasons are given for a decline in income from terminal taxation, but it seems clear that in some cases it is due to evasion. Steps have been taken to prevent this in future and schedules are being revised with a view to an increase in revenue.

120. There was a small but satisfactory increase in the municipal income from taxes other than octroi and terminal taxation, the total income rising from Rs. 21·61 to Rs. 25·41 lakhs. Receipts decreased under three heads: under the head of Conservancy by Rs. 2,000, under that of pilgrim tax by Rs. 18,000, and under the head of tax on animals for slaughter by Rs. 2,000. Under all other heads there was a rise, the most noticeable being one by Rs. 9,000 under house tax, of Rs. 12,000 under Animals and vehicles tax, of Rs. 27,000 under tolls on roads and ferries, and of Rs. 26,000 under the tax on circumstances and property. The rise under the head of tax on circumstances and property was mainly due to the addition of Kanauj to the list of municipalities in the previous year. The decrease under the head of pilgrim tax was principally due to the fact that the proceeds of the Ram Naumi fair at Fyzabad were included in the receipts of the previous year. Under house tax the chief increase occurred at Muzaffarnagar, Benares, Naini Tal, and Sultanpur. A tax on animals and vehicles was imposed for the first time in Fyzabad, and increases under this head occurred in Cawnpore, Allahabad, and Benares. There was an appreciable increase under tolls on roads and ferries in Hathras, Farrukhabad, and Kashipur. This tax was imposed in Sultanpur during the year. Income from water tax showed an improvement in Muttra and Agra.

Receipts from  
taxes other  
than octroi and  
terminal  
taxation.

121. The total income under the head of income from sources other than taxation was Rs. 41·84 lakhs as against Rs. 45·39 lakhs in the previous year. Under the head of "Miscellaneous" there was a fall of Rs. 4·18 lakhs. In other respects the variations from the previous year were comparatively slight. Realizations under Special Acts increased by Rs. 12,000, while income derived from municipal property fell by Rs. 33,000. Income from sale of water rose by Rs. 36,000 and from fairs and licence fees by Rs. 8,000, but there was a decrease under other sub-heads, notably one of Rs. 30,000 under interest on investments. The income from grants and contributions rose by Rs. 86,000.

Receipts from  
sources other  
than taxation.

122. Grants from Government amounted to Rs. 6·63 lakhs for general, Rs. 1·81 lakhs for educational, and Rs. 35,070 for medical purposes. The corresponding figures for the previous year were Rs. 5·36 lakhs, Rs. 1·79 lakhs, and Rs. 43,658 respectively.

Grants.

123. The loans taken during the year totalled Rs. 4·65 lakhs as compared with Rs. 1·50 lakhs in the previous year. Rupees 6·21 lakhs were repaid as compared with Rs. 8·07 lakhs in 1919-20.

Loans.

124. Expenditure rose by Rs. 11·71 lakhs from Rs. 107·12 to Rs. 118·83 lakhs as compared with a rise of Rs. 2·62 lakhs in the previous year. The increases were general and were again due in the main to revision of pay and rise in the cost of material. The most noticeable increases were under the heads of General Administration (+Rs. 76,000), Collection of taxes and tolls (+Rs. 1·03 lakhs), Lighting (+Rs. 4·73 lakhs), Water-supply (+Rs. 2·92 lakhs), Drainage (+Rs. 1·45 lakhs), Conservancy (+Rs. 1·71 lakhs), Sanitation (+Rs. 96,000), Schools and Colleges (+Rs. 1·27 lakhs). Decreases occurred under the heads of Fire establishment (—Rs. 20,000), Hospitals and dispensaries (—Rs. 30,000), Work done for private individuals (—Rs. 48,000), and Miscellaneous (—Rs. 2·84 lakhs).

Expenditure.

125. Efforts were made in some municipalities to increase the receipts from the supply of water, but the expenditure and income in this matter are still far from balancing. Small improvements were effected in the water-works of some municipalities during the year which enabled them to avert a breakdown, but little was done to put matters permanently on a sounder

Water-works.

basis. The position is still very serious in most of the more important municipalities. Good progress was made with the Naini Tal hydro-electric scheme.

Drainage.

126. Progress was made during the year on minor drainage schemes, but little was done towards the carrying out of the larger schemes which the more important municipalities have in view. In Allahabad the Kydganj drainage scheme has been completed. The Moradabad drainage scheme has also been nearly completed. Some progress was also made on the Dehra Dun drainage scheme. The Cawnpore scheme could not be proceeded with owing to the failure of the contractors. In other cases questions of finance are delaying the carrying out of large drainage projects.

Lighting.

127. There was a general increase in lighting charges though, as last year, this resulted in very little improvement in lighting arrangements, the rise being mainly due to the increased cost of oil, and renewal of lamps and other lighting accessories. Several boards have electric schemes on foot, but so far, except at Naini Tal, little progress has been made with carrying them into effect.

Education.

128. Expenditure on education increased from Rs. 8.44 to Rs. 9.71 lakhs. There was a general rise in all divisions except in the Gorakhpur, Fyzabad, and Kumaun divisions where there was little change. The number of boys' primary schools managed by the boards increased by 14, and aided schools by 5, but the number of students in them fell by 982. As regards secondary education there was a decline in the number of schools managed or aided by municipal boards as well as in the number of scholars. Schools decreased by 24 and scholars by 3,626. On other hand there was an increase of 550 in the number of girl students though there was one less girls' school than in the previous year. The boards increased their expenditure on female education from Rs. 1.58 to Rs. 1.82 lakhs.

Vaccination

129. Vaccination work performed by municipalities during the year showed a decrease as compared with that of the preceding year. The total number of primary vaccinations was 92,263, and that of re-vaccinations 15,641, as compared with 95,826 and 26,484, respectively in 1919-20. Successful primary vaccinations and re-vaccinations numbered 86,987 and 7,895 respectively as against 87,742 and 12,725 in the preceding year. Almora, which stood fourth last year, heads the list of best-protected municipalities. Then come Ghazipur, Etah, Gonda, Naini Tal, and Gorakhpur. Among the least-protected municipalities are Mainpuri, Rae Bareilly, Sikandra Rao, Brindaban, Fatehpur, Hardwar, and Farrukhabad.

Vital  
Statistics.

130. There was little change in the municipal birth rate, which was 40.47 per thousand of the population as compared with 40.63 in the previous year. There was a slight increase in the death rate from 42.87 to 43.76. The rate of infantile mortality rose from 292.17 to 303.24. Efforts are being continued for the reduction of infantile mortality but the figures would appear to show that so far they have had little effect.

General.

131. There is little that is new to say about municipal administration during the year. The financial position of many boards continues to be extremely unsatisfactory, not to say critical. A change in the system of taxation has in many cases led to a decline in revenue, while in all cases there has been a considerable increase in expenditure. At the same time there has been a demand, encouraging in itself, for the introduction of modern sanitary and lighting improvements, which in view of the state of the markets and of the exchanges has proved extremely difficult for the boards to finance. Few of them are self-supporting in the sense that they can look forward to a future of development on modern lines without assistance from Government. As regards internal politics it cannot be denied that some of the defects in municipal administration noticed in previous reports still exist. Occasionally a tendency is shown to mix up general politics with municipal affairs, and where this is the case it is becoming more and more difficult to frame and carry through any consistent policy. But the influence of the non-co-operation agitation on the members of the boards has not in general been very marked and it may be hoped that with the passing of the present phase of general unrest an improvement in the position may be looked for.

## 26.—District Boards.

(For details see the annual report on the working of district boards for the year ending 31st March, 1921, and tables under the heads 'Local Boards' in Part VIII—Statistics of British India.)

132. The aggregate income for the year declined from Rs. 157·60 to Rs. 152·81 lakhs. There was a large increase of Rs. 7·60 lakhs under the head of "Education" and small increases under the heads of "Provincial rates," "Police," and "Scientific, etc." Large decreases occurred under the heads of "Miscellaneous" and "Civil Works" of Rs. 8·69 and Rs. 5·72 lakhs respectively, and smaller decreases under the heads of "Interest" and "Medical." For the increase under the head of "Education" and the decrease under the head of "Civil Works" Government contributions are chiefly responsible. The large decrease under the "Miscellaneous" head is due to the discontinuance of the sale of standard cloth and salt through the district boards' agency. Nearly all divisions report a large increase in the income from pounds which is probably due to better supervision, high prices realized from the sale of cattle, opening of new pounds, and the large number of cattle impounded owing to scarcity of fodder.

133. Expenditure rose from Rs. 140·42 to Rs. 152·13 lakhs. It was largely in excess of the figures of the previous year under nearly all heads except "Miscellaneous" and "Interest." There were increases of nearly Rs. 11 lakhs under the head of "Education" and of Rs. 5 lakhs under the head of "Civil Works." This was due to expansion of the educational and building programme financed by Government grants. Apart from this, the increase is mainly due to the rise in the cost of material and labour. The decrease under the "Miscellaneous" head is due to discontinuance of the sale of cloth and salt.

134. The number of boards' schools rose from 11,737 to 13,511, while the number of aided schools decreased from 2,490 to 2,452. The total number of scholars rose from 787,714 to 821,139. Education of all kinds contributed to the increase in expenditure under this head.

The following table shows the expenditure under the principal sub-heads for the last two years :—

	1919-20. Rs. in lakhs.	1920-21. Rs. in lakhs.
Training and special schools	5·16	6·37
Middle schools	6·33	8·56
Primary schools	36·19	43·65
Grants-in-aid	2·21	2·51
Scholarships	1·08	1·24

As regards the progress of education generally, there is little new to note and the remarks made in last year's report might be repeated. While the increase in the number of scholars is substantial it is hardly commensurate with the increase in the number of schools. Both economic and political conditions militated against any great advance. Some progress has been made in the sphere of female education and with the education of the depressed classes, but in both cases it is at present confined to a few districts and much remains to be done before any general advance can be claimed.

135. Travelling dispensaries are again reported to have done very useful work and were much appreciated. Lack of funds prevented the boards in most cases from adding to their medical facilities, especially as private support for their existing medical institutions appears to be on the decline.

136. Once again it has to be noted that little definite progress has been made in the matter of rural sanitation. The policy of selecting a few districts to receive grants from Government, instead of distributing microscopic sums over all, was introduced, but not all the money was spent.

137. The returns for vaccination in section 53 of this report may be consulted.

138. Separate returns of vital statistics are not available, but those given in section 49 may be consulted.

139. Arboriculture charges rose from Rs. 1·46 lakhs to Rs. 1·53 lakhs.



Civil Works.

140. The increase of over 4 lakhs in expenditure under the head of "Civil Works" was, as last year, mainly due to increased expenditure on educational buildings, financed chiefly by Government grants.

General.

141. Reference was made last year to the unsatisfactory state of district board administration. A Bill with a view to its amendment and the amendment also of the constitution of the boards has been introduced into the Legislative Council since the close of the year and is now under consideration. It is proposed to make the district boards of the future entirely elective save for the reservation of two seats to be filled by the nomination of the Local Government. It is also proposed to make them entirely non-official, to allow them considerable powers of taxation, and to relax, as far as possible, the internal and external control which at present cramps their activities.

## CHAPTER IV.—PRODUCTION AND DISTRIBUTION.

### 27.—Agricultural.

(For details see the annual reports on the administration of the department of Agriculture for the year ending 30th June, 1921, on the administration of the Civil Veterinary department for the year ending 31st March, 1921, and on the working of Co-operative Credit Societies for the year ending 30th June, 1921, the tables in the "Agricultural Statistics of India" volume I, and those under the head "Co-operative Credit Societies" in Part II—Statistics of British India.)

General

142. A start has been made in carrying out the scheme of re-organization and development outlined in last year's report, but shortage of recruitment and the high price of machinery continued to check the rate of progress. Only three new officers were added to the provincial staff of the Indian Agricultural Service during the year, one being appointed Entomologist, and the other two Deputy Directors. There were no surplus Deputy Directors available, however, to carry out the scheme of expanding the present four circles into ten. It is hoped to open three new circles, Fyzabad, Rohilkhand, and Bundelkhand, at an early date. Twelve new posts were sanctioned during the year for the United Provinces Agricultural Service and twenty new posts for the Subordinate Agricultural Service. The Agricultural Engineer's staff has also been strengthened by the addition of a second agricultural engineer and three assistants.

In the reformed Legislative Council the keenest interest was taken in the development of the Agricultural department, and much shrewd criticism and valuable advice were offered. Criticism was directed especially against some of the farms managed by the department. It is admitted that demonstration farms should pay their own way, and it is probable that where they have failed to do so the fault is to be found in lack of supervision, due to the present shortage of staff. The case of experimental and research farms is different, as their aim is to experiment with new varieties and methods and experiments are bound to involve a certain number of failures.

Agricultural  
College.

143. The number of applications received for admission to the Cawnpore Agricultural College shows that the demand for agricultural education is steadily growing and that the value of this education is appreciated by landowners. One hundred and sixty-six applications for admission were received, but only fifty-eight of the applicants could be admitted. Of these, fourteen joined the College with a view to learning how to manage their own estates and eight were sent by the owners of large properties who wish to employ them as land agents. During the year the Government appointed a committee to consider the question of affiliating this College and the Thomason College, Roorkee, to the Allahabad University. The Committee reported in favour of application, and Government, accepting this recommendation, have recently announced that the College, like the Roorkee College, will be associated with the reformed University of Allahabad. Steps to this end are now being taken. It is also proposed to alter the present system

under which two different types of agricultural education are given at the College. The present two-year course, which combines school-work with agricultural training, does not require the costly equipment and staff necessary for a university degree course and can be carried out equally well and far more cheaply at agricultural schools. The course at the school at Bulandshahr will now be organized on similar lines to the two-year course at Cawnpore, but with such modifications as experience may suggest. The present buildings at Bulandshahr, which were erected for a school of different type, are inadequate. The school will be equipped on the scale of similar technical schools in England and America and sanction has been given to the preparation of the plans for the necessary buildings. It is hoped in the course of the next few years to establish several more agricultural schools, the equipment and training in which will be based on the experience gained at Bulandshahr.

144. Research work on cotton, sugarcane, and wheat continued. As regards cotton, the position is still somewhat uncertain. Reliable information regarding the probable trend of the market in India and abroad is essential and much will depend on the advice and information supplied by the Indian Central Cotton Committee. At present the interests of the grower and spinner do not always appear to be identical; for while the grower finds that he can obtain a good financial return from one variety of cotton known as "Aligarh white-flowered," the representatives of the local spinning industry complain that this cotton is of little value to them.

Research and  
demonstration.

A cotton survey was commenced during the season of 1919 and the survey of the cottons of the Moradabad district has now been completed. The research farm at Raya in the Muttra district is now fully equipped and in working order. The appointment of a botanist for the special study of indigenous cotton has been sanctioned.

As regards sugarcane the most important event of the year was the appointment of the Indian Sugar Committee whose report has been received since its close. The Committee have approved the lines on which research work is being conducted in this province and have made a large number of suggestions. The experiments which have been made at Shahjahanpur show that there is no reason why the yield of cane in this province should not be doubled.

The use of improved varieties of wheat continues to spread rapidly among the cultivators. The number of seed dépôts where the cultivator can obtain the best varieties is being steadily increased and is it proposed eventually to establish a seed dépôt in every tahsil.

145. The seed dépôts are now almost entirely stocked with Pusa wheats. During the year 39,560 maunds of wheat were distributed to cultivators, as compared with some 30,000 last year.

Distribution of  
seed.

146. There was an increasing demand for agricultural implements in spite of the high prices prevailing. The chief demand was for ploughs.

Sale of imple-  
ments.

147. There is nothing in particular to note this year on the subject of manures.

Manures.

148. The progress made with the construction of tube-wells during the year was disappointing, mainly owing to the fact that engineering material has risen enormously in price and is very difficult to obtain. The success of tube-wells in this province has been established and the demand for such wells is at present altogether beyond the powers of the Agricultural department. A large grant for equipment and for the building of a workshop is being made and it is hoped that before long the agricultural engineer will be in a better position to satisfy this demand. The expansion of the staff of the engineering section which was sanctioned during the year has made it possible to increase the assistance given to zamindars. The necessity for a district engineering staff for the regular inspection of the machinery given out by the department, to give instruction in its use and to arrange for simple repairs, has long been felt; and although the complete organization proposed is not yet possible, a beginning has been made.

Agricultural  
engineering.

149. The district well-boring staff, which during the year consisted of 33 borers, has now been placed under the Agricultural Engineer. The number

Well-boring.



of wells bored during the year was 746, of which 513 are stated to be successful; 131 sites for new wells were bored and 84 were returned as successful.

150. No bulletins were published during the year.

Publications.

CIVIL VETERINARY DEPARTMENT.

Education.

151. This year only three students were selected for training at the Bengal Veterinary College and none for the Punjab, as the Punjab College have decided to change their session from April to October. A fair proportion of the students undergoing courses passed their examination. The United Provinces Veterinary Medical Society, which was started in 1912, is continuing to do good work. An Urdu Veterinary Journal is published monthly. The scheme for the establishment of a veterinary college at Lucknow is in progress, and estimates and plans in connection therewith are being prepared.

Disease.

152. The chief feature of the year was the very considerable decrease in the numbers of deaths from contagious disease, the total mortality being only 19,502 as compared with 42,715 in the previous year. Although there was a reduction in the death rate from other diseases the most striking decrease occurred under the head of "rinderpest" from 32,572 cases last year to 15,296. Of equine diseases eight cases of glanders were detected in five districts. Surra appeared in the district of Garhwal, where six animals either succumbed or were destroyed under the Glanders and Farcy Act as applied to surra. One hundred and ninety-two cases of strangles and 48 cases of tetanus were reported. Of bovine diseases rinderpest assumed a virulent form in seven districts. Forty-seven districts were affected altogether. Inoculations were carried out in 39 districts. Haemorrhagic septicaemia caused a total mortality of 1,324 as against 1,627 the year before. Many districts escaped its attack. Blackquarter was reported from 10 districts with a mortality of 201 as against 236 in 1919. Reports of anthrax were received from 19 districts and 454 animals perished. Last year the numbers were respectively 22 and 758. Thirty-five districts reported the existence of foot-and-mouth diseases, the mortality being estimated at 11,446. Protective inoculations chiefly against rinderpest were undertaken in 525 outbreaks and 56,985 animals were inoculated as against 54,398 last year. The work of the laboratory on the investigation of disease much increased. The number of hospitals and dispensaries rose from 95 to 109 and the total number of cases treated from 116,953 to 127,390.

Breeding.

153. The number of stud bulls and buffaloes maintained by the department remained much the same. Thirty-six bulls and buffaloes were issued or sold in the year to district boards, etc., for stud work, 28 from the Kheri, and eight from the Madhuri Kund cattle farm. No purchases were made for the Kheri cattle farm during the year, while 38 cattle were purchased for the Madhuri Kund cattle farm. At the commencement of the year there were 78 horses and pony stallions at stud belonging to the department. Six were purchased during the year. Sixty-six stallions were at work as compared with 67 last year and the number of coverings amounted to 3,524, an increase of 56 over last year's figures. The progeny of these provincial stallions continues to show improvement particularly in the districts of Saharanpur, Budaun, Moradabad, and Shahjahanpur. The number of donkey stallions remained the same. Sixteen were at stud work and coverings numbered 870, an increase of 12. The sheep-breeding experiments continued, but an improvement in fineness and length of staple of the wool was gained at the expense of mutton carcase and robustness. A cross with a good mutton type is desirable and six Romney Marsh rams were imported for this purpose, but they did not survive long. It is proposed to import some rams of the Leicester or Romney breed from the warmer districts of Australia, which should prove better able to resist the conditions of climate here.

Establishment.

154. The strength of the subordinate establishment increased from 204 to 215 and the cost of the department from Rs. 1,80,464 to Rs. 2,34,985. The increase in cost is mainly due to the revision of pay and the general expansion of the department.

## CO-OPERATIVE SOCIETIES.

155. In spite of the continuance of a cautious policy and of adverse agricultural conditions, considerable progress was made during the year. Eight hundred and twenty-seven agricultural, 50 non-agricultural, and six central societies were added and resulted, after deducting the number of liquidated or amalgamated societies in a net increase of 725, 44, and 3 respectively. The increases in the number of agricultural credit and non-agricultural societies have been unprecedented since the inception of the movement. The working capital of central societies rose by Rs. 4·87 lakhs and that of primary societies rose by Rs. 9·61 lakhs in the case of agricultural and by Rs. 93,449 in the case of non-agricultural. The share capital, the reserve fund, and the profits of the agricultural primary societies have all increased and so have also the owned capital and the deposits of the central societies. The unfavourable nature of the season is reflected in the figures relating to recoveries, but they were only shorter by Rs. 3·20 lakhs than in the previous year. The notable feature of the growth of the movement in recent years including the year under report has been the opening up of new areas, so that the only untapped districts are now Pilibhit, Dehra Dun, and Almora. Developments in 1920-21, however, have partaken more of the nature of extension to unbroken tahsils and tracts under existing banks than of expansion to new districts. A gratifying feature of the year's administration was the extensive development of non-agricultural co-operation. Thirteen out of the new 44 non-agricultural societies are non-credit. The growth of such societies has been stimulated by the appointment of two Junior Assistant Registrars especially for this branch of work.

A successful agricultural and industrial exhibition, entirely financed by co-operative societies, was held at Lucknow in January, 1921, its object being the display of the products of co-operative societies and generally of manufactures of the province which can with advantage be produced by co-operative methods.

A co-operative Durbar was held at the same time with the object of reviewing and encouraging co-operative effort, and the Provincial Conference also held a session.

The movement continued to receive ready assistance from the department of Agriculture. Improved seeds and agricultural implements are being increasingly introduced in societies. An agricultural supply society has been registered at Hardoi and is being run with the help of the Board of Agriculture and the Agricultural department.

The proportion of cancellations to registrations has considerably fallen. Only 111 societies were dissolved as compared with 387 in the preceding year.

156. The total number of central societies working at the close of the year was as follows:—

Central societies.

District banks	...	...	...	30
Central banks	...	...	...	28
Central banking unions	...	...	...	8
Guaranteeing unions	..	...	...	10
Non-credit central societies	...	...	...	2
Total				78

Loans to individual members are now severely discouraged and no fresh loans of this class were made. Loans due from individual members decreased from Rs. 78,035 to Rs. 46,031. Advances and recoveries were both better than in the preceding year. The realizations from primary societies alone showed a decrease, which is obviously due to bad seasons. The proportion of arrears to the total outstandings has, however, considerably gone down. It is only 37 per cent. as against 42·3 per cent. in the preceding year, and in the case of primary societies alone 42 per cent. as against 49·4 per cent. The position of a few banks still requires careful handling.

157. The number of agricultural credit societies increased by 827, which is the highest increase ever recorded in one year. Membership increased by 12,529, the working capital by Rs. 9·6 lakhs, and the owned capital

Rural societies.

from Rs. 20·9 lakhs to Rs. 23·43 lakhs. The rate of progress has been much more marked in the number of societies than in the number of members or the amount of working capital. This is the inevitable result of the policy of extreme caution which has been pursued in recent years. The aggregate undistributed profits amounted to 20·8 per cent., and the whole owned capital to 37·9 per cent. of the working capital. The slight falling off in comparison with the figures of the previous year is due to the unusually large number of fresh organizations, which have small undistributed profits and owned capital in the earlier stages. Advances from societies to members were larger by Rs. 5·03 lakhs, while realizations declined by Rs. 1·46 lakhs in principal and Rs. ·98 lakh in interest. More money was given this year for payment of debts and for trade and purchase of cattle and less for purchase of seed and payment of rent.

The number and condition of non-credit agricultural primary societies remained unchanged. One non-credit central society was formed in Hardoi with the object of supplying improved seed and implements to its members, who consist mainly of the agricultural primary societies and individual agriculturists of districts. This society has made an excellent start.

Urban societies.

158. The number of non-agricultural credit societies increased from 20 to 38. Seven limited societies were formed among weavers, five among Mission preachers and workers, and five amongst officials of various offices. The working capital of these societies rose from Rs. 2·75 to Rs. 3·95 lakhs and the profits from Rs. 9,578 to Rs. 17,555. The unlimited liability societies consist of artisans of various classes, such as weavers, shoemakers, leather-workers, bangle-makers, and of petty shopkeepers. The working capital of this class of societies increased by Rs. 14,866.

The most important addition to the class of non-agricultural non-credit societies was the Hindustan Co-operative Store Limited, at Allahabad, which has been organized with the object of catering for the needs of the whole province. The store possesses an influential and able directorate and the present Minister of Education and Industries was one of its promoters. Altogether 13 non-agricultural primary societies were registered during the year. None was closed, but two were transferred to other classes. The total thus stands at 24, comprising four college stores, 17 general stores, one carpentry and iron-works society, one housing society, and one coolie agency. In view of the abolition of the *begar* system the management of the Supply and Transport Society, Garhwal, has been taken over by the Deputy Commissioner and the registration of the society will now have to be cancelled.

#### 28.—Weather and Crops.

(For details see the annual season and crop report for the year ending 30th June, 1921, the "Agricultural Statistics of British India," and Prices and Wages in India.)

Character of the season.

159. The rainfall of the year under review was generally in defect throughout the provinces, and its distribution was not at all favourable. Most of the rain fell in the month of July; the fall in August was very much below the average; it was scanty in September, and October was practically dry, consequently the season on the whole from an agricultural point of view was far from satisfactory. In June the rainfall was above normal in the Meerut, Agra, Rohilkhand, Gorakhpur, and Kumaun divisions, but the rest of the provinces received only enough rain to give a start to agricultural operations. During the month of July the normal was exceeded throughout the provinces with the exception of parts of the Bundelkhand division. In August the falls, though general in the first half of the month, were scanty in the third week and only light to moderate in the fourth. With the exception of the Ballia and Gorakhpur districts, the rainfall in the month of September was scanty and below the normal throughout the provinces. The failure was more pronounced in the western districts, while among the eastern districts the Benares and Gorakhpur divisions fared better than the rest. The month of October was practically rainless, the temperature being abnormally high, and regular dry west winds rendered the situation serious. Thus *kharif* crops further deteriorated and prospects for *rabi* were rendered

unfavourable. The early *kharif* crop matured in some cases and in others it was a complete failure. The failure of the September rains ruined the late rice which is the principal crop of some of the districts. While rice, pulses, and *til* showed an improvement over the areas of the past year, all other crops fell short of the figures in that year and the yield of all the *kharif* crops was inferior.

The premature cessation of rain and the westerly hot winds in October not only severely affected the *kharif* crops but also retarded *rabi* sowings in a number of districts. The peasants made every effort to sow as large an area as possible and wherever there was the least possibility of germination, but all in hopes of winter rains. The months of November and December were again practically rainless and the condition of standing crops became precarious. There was little rain in January until the third week, when there was a general fall which was fairly well distributed and proved of much value to the standing crops. In February there were only scanty showers and the month of March was again practically rainless. The early days of March were marked by strong westerly winds, and high temperatures. Naturally the outturn did not come up to expectations. Much of the grain was light in weight and that of the later sowings got shrivelled.

160. Although both the *kharif* and *rabi* areas were considerably below the figures of the last year, yet it is remarkable that the area under *rabi* fell by about four times the defect in *kharif*. The decline was 3 per cent. in the *kharif*, and 12 per cent. in the *rabi*. The *zaid*, however, showed an improvement of 9 per cent. over the figures of the preceding year. With the exception of early and late rice, the area under all other crops declined. Taking the provinces as a whole, the area under cotton fell by 10 per cent. but the Meerut and Lucknow divisions had marked increases. The area under sugarcane again exhibited a decline of 9 per cent.; the decrease was almost general throughout the provinces. Indigo also continued to show a decline owing to the heavy drop in its price and the rise in the cost of labour. The area under all the *rabi* crops though slightly above that of the year 1918-19, was practically the same as in the drought of the year 1913-14. With the exception of rapeseed, the area under all the other principal and secondary crops fell below the figures of the last year. Of all the divisions in the provinces Jhansi and Agra suffered most, with a fall of 27 and 22 per cent. respectively, while the Gorakhpur and Rohilkhand divisions exhibited falls of only 1 and 2 per cent. respectively. It is however satisfactory to note that the area under potatoes, one of the most useful auxiliary food-crops, maintained its improvement and exceeded the normal by 132 per cent.

161. There was naturally an increase in the total area irrigated as compared with the previous season, the figures being 11,591,000 and 12,158,000 acres respectively. In all, the irrigated area amounted to 33 per cent. of the total area cultivated. Of this, 20 per cent. was irrigated from wells, 8 per cent. from canals, and 5 per cent. from other sources. In all the divisions of the provinces, omitting Jhansi, there was a considerable increase in the area irrigated from wells. The area irrigated from Government canals showed improvement only in the Rohilkhand, Jhansi, and Benares divisions, while in all other divisions served by canals, there was a falling off. The number of masonry wells in use increased by 16,888 and of non-masonry wells by 148,932.

162. In terms of a normal yield of 100 without taking into account the area sown, of the *kharif* crops cotton and sugarcane gave returns of 70, *mandua* 75, maize and early rice 60, *bajra* 65, *guar* 55, and late rice 50. The *rabi* outturn was better and the yield for the province was estimated at 75 per cent. of the normal. As compared with the normal yield of 100, barley had a return of 85, gram and linseed of 80, and wheat of 75.

163. Prices remained almost stationary up to the end of August. The scattered nature of the showers in the month of September gave rise to apprehensions regarding the *kharif* harvest and the prices of all food-grains jumped upwards. They showed a downward tendency again in the months of January and February owing to the impending advent of new

Cultivated area.

Irrigation.

Outturn.

Prices.

grain into the market, but the strong westerly hot winds in March again turned the scale. In June, 1920, wheat stood at 6·25 seers to the rupee ; by June, 1921, it had risen to 5·50 seers. Barley began at 9·50 seers and ended at 8·25 seers. The corresponding figures for gram were 8 and 6·75 seers. There was a rise in price in the case of *juar* from 10·50 seers in June, 1920 to 7·75 seers in March, 1921. On the other hand, there was a fall in the price of maize. In the month of October, 1920 the price of maize was 8·50 seers to the rupee, but it fell to 10 seers in the following February. The price of rice at the beginning of the year was 4 seers and at the end of the year 5 seers to a rupee. The prices of fodder continued to range high. The grass that came up with the rain in July was in most places quickly consumed and pastures became bare by the ensuing dry weather. *Juar* stalks fetched fancy prices. Some relief was felt at the *rabi* harvest though the price of *bhusa* continued to be high.

#### 29.—Horticulture.

(For details see the annual reports on the Horticulture Garden at Lucknow and the Botanical Gardens at Saharanpur, for the year ending 31st March, 1921.)

Horticulture  
gardens.

164. The season was disappointing. Rainfall was in excess in July and in defect in all other months. Such concentrated rainfall is not helpful to gardening. There was no great demand for plants and seeds from the Lucknow gardens and only 8,711 packets of flower seeds were distributed. Of these, 4,375 were distributed free to schools and colleges. The total value of the plants, seeds, and other garden produce supplied free amounted to Rs. 2,595. Total receipts amounted to Rs. 11,562, which was less by Rs. 2,438 than the estimate. The pumping installation, which was put in under the supervision of the Agricultural department during the year 1918-19, was found extremely useful and did much to keep the gardens in a flourishing condition. There were again only eight students in the Choudhry class, of whom three were given certificates on the completion of their course.

Botanical  
gardens.

165. The character of the season at Saharanpur was the same as at Lucknow. The ill-effects of the concentrated rainfall in July were felt during the latter part of the year, when a large number of shrubs and young plants died. Total sales of the year amounted to Rs. 21,511, an increase of some Rs. 1,500 on last year's figure. Expenditure rose from Rs. 36,918 to Rs. 53,142. An additional grant was made during the year to cover the cost of increased wages. Of the sanctioned number of 18 stipendiary posts in the Choudhry class only five were filled. The gardens are at present suffering from shortage of water. One of the tube-wells in the main garden continues to give satisfaction, but the supply is not sufficient. The Superintendent is of opinion that the gardens cannot be improved until the water-supply is increased, and this can only be done either by using canal-water again or by the sinking of a second tube-well alongside the existing one. This matter is under consideration, together with other matters relating to the general administration of the public gardens of this province.

#### 30.—Forests.

[For details see the annual progress report on Forest administration for the year ending 31st March, 1921, and the tables under the head "Forests," IV (b)—Statistics of British India.]

Area and  
demarcation.

166. Out of 492 square miles of demarcated forest in the Kumaun circle shown as under reservation last year, 35 square miles were restored\* to the original owners, the remainder being reserved. There was an increase in the Working Plans circle of six square miles, due to the extension of afforestation operations to the Agra district. The total area of State forests under the control of the Forest department thus fell by 29 square miles from 7,471 to 7,442 squares miles. The settlement of the Jaunsar-Bawar



Forest has received the final sanction of Government. The current settlement work in Garhwal is now complete, and the only settlement work remaining in the Kumaun circle is that of an area of 70 acres known as the Simtola estate in Almora. The settlement of zamindari ravine tracts in the Afforestation division still remains incomplete. Postponed in 1918-19 on account of famine, it had to be commenced *de novo* owing to the transfer of the Settlement officer and subsequent progress has been delayed by pressure of other work. The total length of all boundaries at the close of the year was 14,783 miles, of which 2,696 miles are natural and do not require special demarcation. All arrears of demarcation in the East Almora division were completed; elsewhere new work was confined mainly to improving existing boundary marks and to rectification of minor discrepancies.

167. It has been decided that the report on Forest administration shall in future coincide with the financial year and allowance therefore must be made for this alteration when comparing the figures of the year under review with those of previous years. The financial results of the nine months ending on the 31st March, 1921 show an increase of Rs. 4½ lakhs in gross receipts, a decrease of Rs. 6½ lakhs in expenditure, and an increase of Rs. 10½ lakhs in the net surplus as compared with the 12 months, from July, 1919 to June, 1920. The net revenue, Rs. 20,26,220 for nine months only, exceeded the average revenue for the last five years by over a lakh. The increase is due to good prices realized for timber, rosin, and turpentine.

168. The total expenditure fell from Rs. 64 lakhs to Rs. 57·63 lakhs. The decrease is to be found chiefly under the head "Conservancy and Works." Expenditure on establishments remained much the same.

169. The outturn of timber decreased slightly from 8·7 to 8·1 million cubic feet, but its value increased by nearly Rs. 7 lakhs. Under all other receipt heads there was some decrease as compared with the previous year. In the Kumaun circle a general decrease in cutturn is ascribed to labour difficulties. The yield of rosin per maund of resin was more than in the preceding year and the quality of the rosin was also better. The season was on the whole favourable and the average outturn per 100 channels increased from 3·58 to 4·31 maunds.

170. Breaches of forest rules fell from 4,483 to 3,173, unauthorized fellings or removals fell from 2,476 to 1,654, and cases of unauthorized grazing from 1,607 to 1,143. These figures cannot however be construed as indicating any tendency for cases to decline, for this year's report excludes the major portion of the fire and the cattle trespass seasons. In the Kumaun circle there was a general epidemic of petty forest offences fostered by the anti-forest agitation and only a tithe of the offences committed were dealt with. Cases taken into court, including those pending from last year, numbered 186, of which 138 were disposed of during the year and 48 remained undecided. Convictions were obtained in 105 cases or 76 per cent. of the whole. Cases compounded were 2,956 and involved 15,031 persons. The average compensation taken was Rs. 5·9 per case and Rs. 1·16 per person.

171. The total area in which protective measures were undertaken was approximately 50 per cent. of the whole against 47 per cent. in the previous year. The increase is mainly due to extension of protection in the outer hills of the Ramnagar and Lansdowne divisions. There were 106 fires which covered an area of 13 square miles, of which 13 covering an area of 3·9 square miles were attributed to incendiarism. No comparison can be made with the results of previous years for the reasons already stated. Even the nine comparatively safe months dealt with in the report were not favourable from a fire protection point of view owing to the early cessation of the 1920 monsoon and the comparative failure of the winter rains. The season proved eventually the most disastrous ever known owing to extreme dryness and deliberate incendiarism.

172. The income from grazing fell from Rs. 1·24 lakhs to 1·12 lakhs, due to the shortness of the period under report. The percentage of open and closed forest remained the same as in the previous year. There was a slight decrease in the number of cattle grazed.

Revenue.

Expenditure.

Outturn.

Breaches of  
forest rules.Protection from  
fire.

Grazing.

173. The total expenditure incurred on new works and repairs was Rs. 1·69 as compared with Rs. 1·70 lakhs in the preceding year. This included the construction of 314 miles of roads and pathways and the repair of 6,372 miles. Important improvements were effected on the Sarda Valley road and progress was made on an important road in the Kota Dun. The importance of roads and bridle-paths has this year been further accentuated by the abolition of *utar* in Kumaun and the great rise in the cost of coolie labour. The necessity of generous budget provision for road and bridle-paths will have to be recognised for some years to come. The difficulty of carrying camp equipage will also necessitate a more extensive programme of forest rest-houses for touring officials, both in the hills and the plains.

The expenditure on buildings in all circles was Rs. 7,19,013 on new works and Rs. 65,583 on repairs, as compared with Rs. 8,88,794 and Rs. 56,578 respectively in the previous year. The greater part of this was incurred in the Utilization circle on the construction of sawmill and buildings pertaining to it, additions to the Wood-Working Institute, and houses for the staff. Excluding the buildings connected with the Utilization circle Rs. 1,05,737 was spent on new works, of which 63 per cent was on account of houses for subordinates, and 18 per cent. on account of rest-houses.

General

174. As was the case in the previous year, the Utilization circle shows a heavy loss of 14 lakhs, but this is mainly due to the fact that capital expenditure has hitherto been met from current revenue. If the capital expenditure had been debited to a separate account and only annual instalments of the principal and interest been charged against the revenue account the two and a half lakhs revenue earned in nine months by the circle would have shown that this venture holds out promise of a better future. The expert staff for the sawmill and turnery arrived from England at the close of the year. The shortage of officers in the Imperial Forest Service cadre, due to the difficulty of recruiting during the War, interfered seriously with the proper conduct of the administration and still more with the programme of development. Out of a sanctioned cadre of 35 directly recruited Imperial Forest Service officers, little more than half that number was available for duty. Experimental work was continued during the year, but owing to the early cessation of the monsoon and the ensuing period of severe drought most of the seedlings perished. In the Afforestation division, however, sowings were generally successful and the area under plantation was extended considerably. Afforestation operations were extended for the first time to the ravine land in the Bah tahsil of Agra district.

The extraction of 200,000 broad gauge sleepers from the Nepal forests in the Sarda valley, which have been presented free of royalty by the Nepal Darbar to the State railways, was completed shortly after the close of the year.

### 31.—Mines and Quarries.

(For details see the tables under "Mineral production" in Part I—Statistics of British India.)

Mines

175. There are practically no mines in these provinces. The total output of gold dust for the year in the Bijnor and Garhwal districts was only valued at Rs. 191. The copper mine in the Jhansi district has been closed and so have the iron mines in the Garhwal district.

Quarries.

176. In the Almora district 24,555 tons of stone slates were quarried valued at Rs. 5,448. Roofing slates valued at Rs. 500 were also extracted. The Mirzapur stone quarries produced 149,609 tons, principally building stone and ballast. The value of the outturn remained the same; namely Rs. 2·8 lakhs. The Banda quarries produced 11,992 tons worth Rs. 56,720 as compared with 9,693 tons worth Rs. 85,015 last year.



## 32.—Manufactures.

*(For details see the tables in Parts I and II.—Statistics of British India.)*

177. The number of ginning and pressing factories worked during the year was 90, employing 11,654 operatives as against 118, employing 11,000 last year. The number of cotton mills fell from 17 to 13. The number of looms and spindles worked was 4,561 and 455,345 respectively as against 4,455 looms and 455,277 spindles in the previous year.

Cotton.

178. Twelve sugar factories driven by mechanical power were working as against 11 in the previous year. The number of persons employed rose from 2,706 to 2,956.

Sugar factories.

179. Seventy-three indigo factories were working, the same number as last year. The number of workmen employed rose from 7,238 to 7,833. Of the total number, 12 were driven by mechanical power and the rest by hand.

Indigo.

180. The number of lac factories, all of which are in Mirzapur, fell from 24 to 22 and the number of operatives employed from 2,260 to 1,980.

Lac.

181. The number of tanneries remained the same, namely 7, while the number of workmen fell from 6,674 to 5,507. One is situated at Allahabad and the rest at Cawnpore.

Tanneries.

182. The number of glass-works fell from 5 to 3. The number of operatives employed by the one power-driven woollen mill has fallen from 4,309 to 3,181. The one jute mill in the province has now been closed. The number of power-driven oil mills has fallen from 8 to 7 and the number of operatives employed from 619 to 594. The number of flour mills fell from 5 to 4 and the number of workmen from 740 to 453.

Miscellaneous.

183. The number of students attending the Central Weaving Institute, Benares, was 112, as compared with 121 in the previous year. There is said to be such a great demand for artisans that they leave the school before their period of training is finished. A new hostel was opened in July, 1920. Most of the district weaving schools and the peripatetic weaving schools continue to do good work. The Government appointed a committee under the Registrar of Co-operative Credit Societies to advise as to the future management of these weaving schools. Their report is at present under consideration.

Weaving schools.

184. The number of new joint stock companies registered during the year was 54 as against 29 of the previous year, the authorised capital being Rs. 826.10 lakhs. Twenty-eight companies increased their capital and only two slightly decreased it. Nearly 40 per cent. of the new floatations come under the head of miscellaneous trading and manufacturing. There were three banks with an authorised capital of 31 lakhs. There is usually a wide divergence between the subscribed and the authorized capital.

Joint stock companies.

## 33.—Trade.

*(For details see the annual reports on inland and foreign trade for the year ending 31st March, 1921, and the accounts of trade carried by rail and river in India.)*

185. No additions were made to the railway systems.

Additions to the  
Railway system.  
Total rail-borne  
traffic.

186. The volume of rail-borne traffic increased by nearly 116 lakhs of maunds in weight, and by over Rs. 87 lakhs in value. Increases occurred both in imports and exports: in the former the increase was due to larger receipts of grains, and in the latter to the despatch of grains and oilseeds in larger quantities.

187. The import trade rose by over 20 lakhs of maunds in weight and by over Rs. 546 lakhs in value. From the Punjab there was an increase in the imports of grains of over 28 lakhs of maunds, but a decrease in the imports of mineral substances, oilseeds, and salt. The import trade with Bombay showed little variation. Trade with Bengal rose by nearly 15 lakhs

Imports.

of maunds in consequence of larger receipts of coal and coke and grains. Trade with Central India fell by nearly 9 lakhs of maunds owing to smaller receipts of coal and coke. Imports of coal and coke from Bihar and Orissa also fell, while those of grains rose, though not to the same extent. Altogether there was a decrease of over 4½ lakhs of maunds from this province. Rajputana also shows a decrease of over 4 lakhs of maunds mainly in consequence of smaller supplies of salt.

Exports.

188. In 1919-20 exports fell in weight but rose in value; in the year under report the reverse was the case. They rose in weight by 95 lakhs of maunds, whilst their value declined by about Rs. 46 lakhs. Trade with Bombay and Bihar and Orissa increased by over 8 lakhs of maunds each, due chiefly to larger export of grains. Exports to Bengal rose by nearly 7 lakhs of maunds, to the Punjab and Sind by over 4 lakhs of maunds, and to the Central Provinces and Berar by nearly 13 lakhs of maunds, chiefly owing to larger exports of grains. Increases also occurred for the same reason in the trade with the Bombay and Karachi ports. Exports to Calcutta rose by about 9½ lakhs of maunds. Trade with Rajputana and Central India declined on the other hand by 2 lakhs of maunds in each case.

Trade with  
Cawnpore.

189. Imports into Cawnpore rose by over 7 lakhs of maunds, owing to larger receipts of coal and coke, grains, and metals, while exports declined by nearly 3 lakhs of maunds, owing to diminished exports under hides and skins and railway plant. Oilseeds, however, were exported in larger quantities than in the previous year.

Internal rail-  
borne traffic.

190. The volume of the internal rail-borne traffic fell by 40½ lakhs of maunds. The only large increase was under the head of oilseeds. Fodder, gram, pulse, mineral substances, railway plant and sugar all showed substantial decreases, especially gram and pulse.

River borne  
traffic.

191. The total river-borne imports from Calcutta amounted to 51,442 maunds in weight and to Rs. 12,89,733 in value, showing an increase of 4,243 maunds in weight and Rs. 2,11,536 in value over the figures of the previous year. Exports showed an increase of 353 maunds in weight and Rs. 66,191 in value.

FOREIGN TRADE.

Tibet.

192. Imports from Tibet showed an increase of 879 maunds in weight and of Rs. 2,19,089 in value, while exports rose by 5,900 maunds in weight and by Rs. 1,02,057 in value. The chief articles which figure in the import trade with Tibet are borax, salt, and wool. There was a slight decrease in the imports of borax, a smaller increase in the imports of salt, and a comparatively large increase in imports of wool. There appears to be a good demand for Tibetan wool at Cawnpore, and also locally in the Almora district owing to the high prices of wool prevailing in the world's markets. It is also reported that the Tibetan authorities offered greater facilities and concessions to traders. There was a considerable increase also in imports of silver and animals. The chief export trade to Tibet consists of cotton goods, grains, metals, sugar, and coral. An increase occurred in the export of all these commodities except cotton goods which dropped by 324 maunds in weight and by Rs. 20,140 in value. Exports of grains increased from 39,148 to 43,945 maunds.

Nepal.

193. Imports from Nepal, which had been going down for the last two years, rose by 621,008 maunds and their value by Rs. 19,34,667. Exports also rose by 32,320 maunds in weight and by Rs. 5,60,029 in value. The chief increase was in respect of grain imports, which rose from 10,03,307 maunds to 16,74,509 maunds in weight and from Rs. 57,68,395 to Rs. 88,59,491 in value. Imports of dyeing materials, of silver, and of animals also increased, while there was a decline in respect of raw fibrous products, ghee, oilseeds, and spices. Pilibhit, Kheri, Bahraich, Gonda, and Basti considerably increased their imports while Gorakhpur, Naini Tal, and Almora showed decreases. As regards exports there was an increase in the exports of metals, spices, cotton goods, mahua, salt, merchandise, and animals, while the exports of sugar and oils decreased. The increase in the export trade is shared by all the districts except Gorakhpur.

## 34.—Buildings and Roads.

(For details see the annual administration report of the Public Works department, Buildings and Roads branch, for the year ending the 31st March, 1921.)

194. The revenue realized during the year by the Buildings and Roads branch of the Public Works department amounted to Rs. 4·87 lakhs, of which Rs. 4·24 were provincial. The expenditure totalled over Rs. 140 lakhs or Rs. 24 lakhs more than the previous year. Of this total rather more than Rs. 5 lakhs were for imperial works, Rs. 95·42 lakhs for provincial works, Rs. 28·30 lakhs for excluded local works, and Rs. 11·06 lakhs for contribution works.

Revenue and  
expenditure.

195. The larger portion of the expenditure under the head of imperial buildings was devoted to meeting the requirements of the laboratories at Mukhtesar in the Naini Tal district. Other works which may be mentioned were telegraph office buildings at Agra and Cawnpore and opium buildings in the Fyzabad district.

Imperial  
buildings.

196. The total expenditure under the head of provincial buildings amounted to Rs. 30·5 lakhs or an increase of about 5 lakhs over the figures of the previous year. The amount devoted to educational needs—over 9 lakhs—was practically the same as in the previous year. Rupees 12·29 lakhs was spent on the construction of buildings required for the Provincial administration. The construction of residences for the Executive Councillors was started and satisfactory progress made. All the works connected with the transformation of the Government House at Lucknow, which were referred to last year, were brought to completion. Over Rs. 2 lakhs was spent on police buildings, four police stations being under construction. The sum of Rs. 9 lakhs devoted to education included expenditure on Intermediate Colleges at Jhansi and Fyzabad, on a Training College at Agra, a Normal school at Muzaffarnagar, High schools at Gonda and Banda, Technical Normal and Model schools at Jhansi, a Normal school at Bareilly, a new Model school at Mainpuri, a new girls' school at Lucknow, and various hostels and staff quarters. Very few of these buildings, however, were completed during the year.

Provincial  
buildings.

197. The total expenditure on communications rose from Rs. 28·76 to Rs. 32·55 lakhs. The total length of metalled roads in the province rose from 7,395 to 7,426 miles, exclusive of 28 miles maintained by local agency. Fair progress was made in spite of a shortage of railway wagons. Dearth of labour hampered progress on the construction of the cart road from Bhatronjkan on the Ranikhet-Ramnagar road and Ganai in the Almora district. It is, however, expected that the first section of 16 miles will be completed during the year 1921-22. An important project was drawn up for the continuation of the Rajpur-Mussoorie cart road from Kolukhet to Bhatta near Mussoorie.

Communications.

198. The total lengths of the river Ganges kept open for navigation in the Allahabad and Mirzapur districts, and also in the Benares, Ghazipur, and Ballia districts, were 127 miles and 216 miles respectively. Ninety-seven miles of the Gogra river running through the Ballia and Azamgarh districts were also maintained in navigable condition.

Navigation.

199. During the year some 152 projects were undertaken, 82 of which were completed. No schemes of magnitude were, however, carried out, but 40 Government buildings were connected with the supply-mains. Good progress was made with the hydro-electric scheme for Naini Tal.

Electric light  
and power.

200. Labour troubles and the wagon difficulty on railways again caused serious delay. The sum of Rs. 9·40 lakhs was spent on original sanitary contribution works and Rs. 10·42 lakhs on maintenance and repairs of open water-works. The Allahabad drainage work at Kydganj and the Permitghat sewage pumping station in Cawnpore were completed. The water-supplies of the large municipalities were maintained without any break down during the year though some difficulty was experienced at Allahabad on account of the abnormal flow of the Jumna river and the exhaustion of the stock of coal.

Sanitary works.

**PRODUCTION  
AND DISTRI-  
BUTION.****Arboriculture.****Private works****General.**

201. Arboriculture included 42 miles planted and 1621 miles maintained at a cost of Rs. 86,081. Revenue from sale of produce amounted to Rs. 54,899.

202. Private individuals contributed the sum of Rs. 5.39 lakhs on works of public utility such as *dharamshulas*, wells and schools.

203. A considerable amount of architectural work was done during the year. Designs and estimates were prepared for a number of buildings, chief among which were the additions and alterations to the Government House at Lucknow, the Circuit Houses at Fyzabad and Gorakhpur, the Industrial and Technological Institutes at Cawnpore and the Intermediate Colleges at Almora and Jhansi. Throughout the year work generally was again carried on under circumstances of considerable difficulty. There was still a shortage of transport, and staff and rates far from being stable, advanced still further. The scarcity of labour and carts coupled with enhanced prices of all kinds of materials were reflected in the great difficulties experienced in executing both works and repairs.

**35.—Canals.**

(For details see the annual administration report of the Public Works department, Irrigation branch, for the year ending the 31st March, 1921.)

**Outlay and  
construction.**

204. The direct and indirect capital outlay on all classes of works during the year amounted to Rs. 23,41,846. Of this, a sum of Rs. 3,13,484 was spent on protective works, Rs. 19,03,643 on productive works and the balance on minor works.

The expenditure on protective works was mainly incurred on the Barwar lake and canal in the Jhansi district and the Batkhara and Jaiwanti tanks in Banda, while the greater part of the outlay on works of a productive nature was expended on the Sarda-Kichha feeder, the Kho weir, Bijmor canals, the Rajpur feeder, Dun canals, and the permanent headworks of the Ganges canal at Hardwar.

**Works proposed.**

205. The estimate for the Sarda (Oudh) canal was sanctioned by the Secretary of State during the year at a total cost of Rs. 760.30 lakhs inclusive of all indirect charges. The project consists of 17½ miles of main canal, breaking up into three main branches, (the Hardoi, the Kheri and the Pilibhit) and commands an area of 6,400,000 acres in the districts of Pilibhit, Shahjahaupur, Kheri, Sultanpur, Hardoi, Lucknow, Unao, Rae Bareli, and Bara Banki. The area of irrigation anticipated is 1,368,000 acres annually of which 600,000 will be in *kharif* and the remainder in *rabi*.

As regards protective works negotiations with the Rewah Darbar in connection with the land to be taken up in that State for the Belan canal scheme are still in progress. The revised project for the third reservoir at Kaprar to supplement the *kharif* supplies in the Betwa canal was prepared and negotiations are in progress in connection with the land required for the dam in the Gwalior State.

In connection with the general policy adopted last year for irrigation works in Bundelkhand, four schemes for re-distribution of outlets on distributary systems and 20 on minor channels of the Betwa canal were prepared. Over 100 miles of level surveys were done along the beds of the Non and Malanga *nadis* in connection with the checking of erosion of their banks. Also a small but useful scheme was prepared for the extension of the Moth minor and proposals have also been got out for remodelling the existing *l'achwara* canals.

**Surveys.**

206. The Hydro-electric survey has shown that the whole of the Ganges valley in Garhwal is disappointing in respect of power possibilities. The volume of water is large, but the formation of the valley is on the whole unsuitable and the question of impounding water seems impracticable. There are, however, three points on the river where the development of power may be possible.

Surveys on the rivers in the Rewah, Panna and other Bundelkhand states with the object of prospecting for power on the Ken and Paisuni rivers are in progress.

Four survey parties were employed during the year to survey *bandhi* schemes in the Jhansi, Banda, Allahabad and Hamirpur districts and projects estimated to cost Rs. 3.23 lakhs were prepared. These can at any time be taken up as famine relief works.

207. The gross revenue from open canals amounted to Rs. 153.30 lakhs and the net revenue to Rs. 99.09 lakhs as compared with Rs. 148.09 and Rs. 106.52 lakhs respectively in the previous year. The falling off in net revenue is due to an increase under "Working expenses" which totalled Rs. 54.20 lakhs or some 12 lakhs more than in the year 1919-20, this being due to the revision of pay of all classes of establishment and to the high level of prices. The profit realized from the working of the canals after deduction of interest charges amounted to Rs. 58.76 against Rs. 65.22 lakhs in the preceding year, equal to 4.36 per cent. on the total capital outlay of Rs. 1,348.51 lakhs. On protective works there was a net loss after taking the interest charges into consideration of Rs. 5.84 lakhs as compared Rs. 9.02 lakhs in the previous year. On productive works the profits after deducting interest charges amounted to Rs. 62.93 lakhs as compared with Rs. 71.80 lakhs in the previous year, representing a return of 6.17 per cent. as against 7.03 per cent. in 1919-20. The net revenue from minor works was Rs. 1.67 lakhs, or Rs. 77,705 less than in the previous year, giving a return of 4.05 per cent. The terms of the provincial contract which was introduced with effect from the 1st April, 1909, continued unaltered. The net revenue under major productive works was Rs. 21 $\frac{3}{4}$  lakhs in excess of the Rs. 55.5 lakhs guaranteed under these terms, this constituting the eighth consecutive year in which this limit has been passed. The net credit to the revenues of the province of the canals under this contract after deducting interest charges was Rs. 37.23 lakhs or about 11 lakhs less than in 1919-20 and 1 $\frac{1}{2}$  lakhs less than in 1918-19.

Financial results.

208. The total assessed revenue, direct and indirect amounted to Rs. 1,58,82,212 as compared with Rs. 1,48,23,684 in 1919-20 and Rs. 1,44,36,777 in 1918-19. Although there was a decrease of 77,322 acres in the area irrigated this year as compared with that in the year previous, the total occupiers' rate assessed was about 6 $\frac{3}{4}$  lakhs of rupees in excess of the preceding year's figures. The increase is due to the re-introduction of the *bila kiari* rules as well as to the levy of uniform water rates on the four major canals, the Upper Ganges, Lower Ganges, Agra and Eastern Jumna with effect from the 1st April, 1920.

Assessments.

209. The total length of channels in operation at the close of the year was 16,136 miles as compared with 16,133 miles at the end of the year 1919-20.

Mileage of  
canals.

### 36.--Irrigation.

210. The *kharif* season was an abnormal one. The monsoon did not arrive until the end of June, and ceased abruptly almost everywhere after the first week of August. With the exception of timely and beneficial rainfall during the third week of January the *rabi* season was practically rainless. Demand for canal water was consequently strong throughout the year, except for a short period after the monsoon closed. The supplies were more or less adequate during the early *kharif* but, with the exception of the Lower Ganges and Ken canals, broke down towards the end of the fasl, particularly on the Ganges canal, owing to shoaling troubles at Bhimgoda, and in the Rohilkhand and Bijnor canals where it was inadequate to meet the demand for sugar, and late crops suffered from the early cessation of rains. Supplies in rivers during the *rabi* were the lowest on record. The early withdrawal of the monsoon combined with the shoaling difficulties at Bhimgoda retarded supplies urgently needed for wheat sowings on the Upper Ganges canal, while the growth of the *sirwal* weed in the Hindan cut prevented the Agra canal from taking its proper supply during the months of February and March. The total area not matured during the year was 29,086 acres as compared with 21,019 acres in 1919-20. In

Irrigated area.



view of the fact that supplies were the lowest on record, the area which failed to mature is not unsatisfactory.

211. The estimated value of crops raised on lands receiving State irrigation was Rs. 27·75 against Rs. 28·66 crores in the preceding year. The percentages of *kharif* and *rabi* areas irrigated remained practically the same as in the year before, namely 42·23 and 57·77 against 43·86 and 56·14. The areas under sugarcane, millet, wheat, barley and other *rabi* food grains showed an improvement on the previous year's figures, while there was a falling off under maize, cotton and other *kharif* and *rabi* crops. The area under rice was the largest ever irrigated.

## CHAPTER V.—REVENUE AND FINANCE.

### (a).—IMPERIAL REVENUE AND FINANCE.

[For details see the accounts for the year 1920-21 and the tables in Part IV(a) and (b)—Statistics of British India.]

#### 37.—Gross revenue.

212. The imperial share of the gross revenue realized amounted to Rs. 5,81,40,370 as compared with Rs. 5,60,09,601 in the year 1919-20.

#### 38.—Land revenue.

213. The gross land revenue realized was Rs. 6,80,47,676, of which the imperial share was Rs. 4,09,71,426. The corresponding figures for the previous year were Rs. 6,63,39,689 and Rs. 3,99,38,421.

#### 39.—Canal revenue.

214. The gross direct revenue accruing from canals rose from Rs. 1,26,80,966 to Rs. 1,31,23,751.

#### 40.—Excise.

[For details see the annual report on the administration of excise for the year ending 31st March, 1921, and the tables under the head "Excise," Part IV(b) Statistics of British India.]

Receipt .

215. The *rabi* harvest of 1920 was a good one and the marriage season was unusually brisk ; but the rains, which began well, practically ceased in August and the *kharif* crop was poor. During the months of February and March, 1921, the economic causes tending to reduction of consumption were accentuated by the outbreak of an agitation, which was partly a temperance, but very largely a political agitation. The result was seen in a considerable rise in consumption in the first quarter of the year ; in the second and third quarters the variation was small, while in the last quarter there was an appreciable drop. On the whole, although the process of reducing the number of retail shops was steadily carried out and there were considerable increases in the rates of duty on drugs and in the price of opium, there was a rise in the consumption of all excisable commodities except *ganja* and opium. Receipts in consequence rose by Rs. 8·68 lakhs to Rs. 181·15 lakhs.

Collections.

216. Of the total demand of Rs. 182·69 lakhs, Rs. 181·90 lakhs or 99·6 per cent. were collected. Of the balance of Rs. 79,173, Rs. 1,093 has been remitted as irrecoverable and Rs. 12,732 realized, leaving Rs. 65,348 still due. A large balance under the head of licence fees is attributed to the non-co-operation movement at the end of the year.

Country spirit.

217. The total receipts from country spirit rose from Rs. 107·66 to Rs. 112·04. There was a further rise in the incidence of total revenue per proof gallon from Rs. 9-8-5 to Rs. 9-10-7, of which Rs. 6-0-2 are duty and



Rs. 3-10-5 are licence fees. Consumption rose slightly from 1,115,934 gallons to 1,138,030 gallons. In the first quarter there was an increase of 46 per cent., in the second and third quarters the increase was slight; and in the last quarter there was a decrease of 29·9 per cent. There were remarkable increases in three districts: Muttra, where the increase was 77·5 per cent.; Moradabad, where it was 73 per cent.; and Shahjahanpur, where it was 40·3 per cent. Generally the abnormal rise is attributed to keen competition among vendors, resulting in a reduction of price which attracted customers from adjoining districts. The surcharge fixed fee system continued in force in the Muzaffarnagar district. It is now believed that the system saves the vendors from the rash speculation of auctions and tends to encourage temperance.

218. A small area in the Bahraich district containing one shop was converted from the outstill to the contract distillery system. From the 1st April, 1921, the nine districts of Dehra Dun, Fyzabad, Sultanpur, Partabgarh, Allahabad, Rae Bareilly, Benares, Jaunpur, and Mirzapur have been brought under the contract system.

Contract supply system.

219. The whole of the province has now been brought under the contract system, except inaccessible parts of eight districts, which still depend for their supply on outstills. From 1st April, 1921, part of the Robertsganj tahsil in the Mirzapur district has been converted from the outstill to the contract distillery system.

Outstill areas.

220. Licence fees on hemp drugs rose from Rs. 18·51 to Rs. 20·07, and duty from Rs. 15·29 to Rs. 16·16 lakhs. The total revenue thus rose from Rs. 33·80 to Rs. 36·23 lakhs. The consumption of all kinds of hemp drugs increased, but in all cases, and especially in the case of *bhang*, the increase was probably due to laying in of stocks in anticipation of the rise in duty. Contracts of 15 districts expired at the close of the year, and in spite of unfavourable conditions they were settled for Rs. 7·2 lakhs, as compared with Rs. 5 lakhs, the fees of the expiring contracts.

Hemp drugs.

221. Duty from opium increased from Rs. 11·42 to Rs. 12·82 lakhs and total receipts from Rs. 17·87 lakhs to Rs. 19·15 lakhs. Consumption fell from 40,843 to 39,264 seers, and the number of shops was reduced from 1,024 to 1,011. From 1st April, 1920, the issue price of opium was raised from Rs. 40 to Rs. 45 per seer and from the commencement of the present year it has been further raised to Rs. 55. Issues continued to be restricted to the estimated requirements in the same districts as last year, and restrictions were extended to three other districts as well. The surcharge licence fee system with fixed maximum and minimum retail prices continued in certain cities and districts. The financial results would appear to show that the special system, as worked hitherto, does not give such good results as the ordinary system, and there can be little doubt that both surcharges and maximum prices have been fixed too leniently.

Opium

222. Licence fees of *tari* rose from Rs. 4·35 to Rs. 4·69 lakhs. Gorakhpur with Rs. 1·51 lakhs continues to contribute nearly one-third of the revenue under this head. The replacing of the farming system by shop settlements has proved a success in several districts. With effect from 1st October, 1920, the tree-tax system was introduced into two tahsils of the Gorakhpur district. Tapping operations were, however, adversely affected by the non-co-operation movement and the introduction of the system has been accompanied by a fall in licence fees in these two tahsils. It is unfortunate that the inauguration of this experiment was coincident with such an unpropitious year.

Tari and sendhi.

223. The total number of licences for the sale of foreign liquor was 972 as compared with 1,005 in the previous year, the chief decrease occurring under the head of temporary licences, which fell from 302 to 249. Licence fees, however, increased from Rs. 59,762 to Rs. 74,658. There appears to be a tendency towards increased consumption of foreign wines and spirits, but no definite conclusion can be drawn from the increase. The trade is intermittent and has ramifications in other provinces. It is reported from some districts that middle class consumers of country spirit are inclined to change over to foreign spirit owing to the enhanced price of the former, the effect of increased taxation. This tendency will be neutralised to a great extent

Foreign liquor.

by the higher scale of duties imposed on foreign liquor from 1st March, 1921. The breweries at Chakrata and Ranikhet worked throughout the year. No brewing was done at the Naini Tal brewery, which is to be closed as soon as the present stock of beer is exhausted. The beer issued from the three places amounted to 76,140 as against 80,692 gallons in the previous year, the decrease being probably due to the re-opening of imports after the war.

Prosecutions

224. The total number of prosecutions under the Excise Act rose from 1,114 to 1,178. Illicit distillation cases rose from 338 to 453, the *makua* crop of 1920 being a good one. The cocaine traffic has revived since the termination of the War and the number of prosecutions rose from 45 to 70. In 1918-19 there were only 11. The districts showing the highest number of convictions were Saharanpur, Cawnpore, Benares, Allahabad, and Moradabad. Convictions for drunkenness fell from 1,714 to 1,317. There was a marked decline in Allahabad and a considerable increase in Bareilly. Opium cases decreased from 381 to 256; 246 of these being smuggling cases, a smaller number than in any of the preceding five years.

General.

225. The chief features of the year have already been noted. The policy of the maximum of revenue with the minimum of consumption is being steadily pursued, and with apparent success. For the movement which spread throughout the province towards the close of the year, various causes appear to be responsible. The movement was to some extent a strike against the high price of excisable articles, due to increased taxation. In eight eastern districts the combined introduction of the contract system, with prohibition of the watering of spirit in shops and the raising of duty from Rs. 6-4 to Rs. 9 per proof gallon caused vendors to apprehend that the profits of the trade would vanish, and in several districts they refused to bid for shops. It is also said that the consumers were told by agitators that if they boycotted spirit for a time Government would be obliged to reduce the price. Secondly, there can be little doubt that the revolt against the use of intoxicants is one phase of a movement for a return to a more simple and less luxurious mode of life. Lastly, some of the so-called temperance agitators seem to have been influenced largely by the motive of embarrassing Government by reducing the excise revenue. It may be noted here that since the close of the year a committee has been constituted to advise Government on the excise policy to be pursued in the future.

41.—Stamps.

[For details see the annual reports on the stamp returns for the year ending 31st March, 1921, and the tables under the head "Stamps," Part IV (b)—*Statistics of British India*.]

Receipts and charges

226. Gross receipts under the Stamp and Court Fees Acts increased from Rs. 146.14 to Rs. 149.01 lakhs. Charges increased from Rs. 3.75 to Rs. 3.86 lakhs.

Judicial stamps.

227. The gross income from judicial stamps increased from Rs. 110.67 to Rs. 113.29 lakhs. Increases occurred under all heads, namely sale of court-fee stamps and sale of stamps for copies.

Non-judicial stamps.

228. There was again a rise in the value of non-judicial stamps sold from Rs. 35.46 to 35.71 lakhs. The rise was chiefly under the head of "Miscellaneous receipts." There was a considerable fall under the head of "Impressed stamps."

Prosecutions.

229. Prosecutions increased from 1,034 to 1,121. Cases of insufficiently stamped or unstamped documents rose from 3,101 to 3,421 and the sum realized in duty or penalty from Rs. 49,502 to Rs. 1,69,214.

42—Assessed taxes.

[For details see the annual income-tax returns of the province for the year ending 31st March, 1921, and the tables under the head "Income-tax," (b)—*Statistics of British India*.]

Income-tax.

230. Income-tax is the only directly assessed tax in the province. The total demand for the past year including arrears was Rs. 64.63 lakhs, and

total collections, including excess and advance collections, amounted to Rs. 62·60 lakhs. Expenditure increased with the expansion of staff from Rs. 2,49,804 to Rs. 3,76,082.

43.—Any other taxes levied for imperial purposes.

231. The yield from customs, the whole of which is credited to the Imperial Exchequer, was Rs. 6,03,772 as compared with Rs. 5,33,880 in the previous year. Excise duty on cotton manufactures is the only customs levied in these provinces.

44.—Forests.

232. The receipts from forests are no longer shared between the Imperial and Provincial revenues, but credited entirely to the latter.

45.—Provincial revenues.

(For details see the Government resolution on the provincial revenues of 1920-21.)

233. The budget was framed on the assumption that there would be no set-back in general prosperity; and with the complete relaxation of restrictions against using balances a full expenditure was estimated, which included Rs. 50 lakhs for revised pay, Rs. 48 lakhs under education for expansion of both primary and secondary vernacular education, and Rs. 30 lakhs as an instalment of the large building programme due to the accumulation of war arrears. The budget accordingly provided for an opening balance of Rs. 211·89 lakhs, an income of Rs. 848·86 lakhs, an expenditure of Rs. 984·41 lakhs, and a closing balance of Rs. 76·34 lakhs. The actual net results were not far different from anticipations. The actual opening balance was Rs. 220·87 lakhs; income rose by Rs. 13·86 lakhs, while expenditure rose to Rs. 993·21 lakhs, or by Rs. 8·80 lakhs. Against an anticipated deficit of Rs. 135·55 lakhs on the year's working, the actual figure was Rs. 130·49 lakhs. The general results are compared with those of the previous year in the table below :—

Financial position.

	1919-20.	1920-21.	Difference.
	Lakhs.	Lakhs.	Lakhs.
Opening balances ...	252·56	220·87	—31·69
Receipts ...	825·89	862·72	+36·83
Charges ...	857·57	993·21	+135·64
Closing balance ...	220·87	90·38	—130·49

234. The larger variations in income are tabulated below :—

Receipts.

	Increase.	Decrease.
	Lakhs.	Lakhs.
Interest ...	...	1·53
Forest ...	13·08	..
Land revenue ...	6·75	...
Excise ...	4·91	...
Income-tax ...	3·32	...
Registration ...	3·13	...
Transfers between Provincial and Imperial	2·16	...
Stamps ...	1·48	...

Variations of any moment occur under the same heads as in other years, the decline in interest receipts being due to outstandings being lower. The continued improvement in forest revenue is attributable to increased activity and improved sales of timber. Larger collections account for the increase under Land Revenue, while the Excise figure is due to general prosperity and the keen competition at auctions. Better assessment, combined with the increase in salaries and the large profits of business firms, explain the better return from Income-tax; and Stamp receipts improved

mainly on account of litigation. Under Registration, the increased income is entirely due to enhancement of the rates which had remained stationary for a considerable period. The transfer figure is accounted for by new assignments from Imperial which are in fact set off on the expenditure side of the account.

## Expenditure.

235. With the considerable expenditure incurred by revision of salaries it was inevitable that the figures by heads should show very material variations. There were minor real decreases only under seven heads. The more important variations are noted below, in the case of increases only a few typical figures being given :—

			Increase. Lakhs.	Decrease. Lakhs.
Sanitation	..	..	..	8.79
Jails	...	...	...	3.97
Interest	...	...	...	2.37
Famine relief	.	..	..	1.87
Land revenue	...	...	36.32	...
Police	.	...	24.20	...
Courts of Law	...	..	21.16	...
Education	...	...	14.04	...
Civil Works	...	...	13.24	..
Irrigation	...	..	10.30	...
Forest	...	...	8.74	...

Of the decreases Famine Relief and Interest require no special remarks : the latter is due, as usual, to both lower outstandings and smaller advances made in the year. Grants for sanitation had to be restricted with the requirements for revision of pay ; while the lower jail expenditure is accounted for by a considerably smaller outlay on dietary charges, with a slight improvement in prices and a smaller jail population ; partly counter-balanced by additional expenditure under salaries and pay of establishments.

The increases are practically all due to new rates of pay. Under Land Revenue the figures also include charges connected with elections to the new Council ; under Education the figure again includes charges on the opening of a training college at Agra, larger contributions to local bodies for primary and secondary vernacular education, and more outlay on technical and industrial schools ; while the increase under Forest is in no small measure attributable to the expansion of the Wood-Working Institute and Sawmill and larger expenditure on supply of sleepers to the Nepal Darbar.

Provincial  
budget

236. The general results of the year's transactions as compared with the original budget estimates were as follows :—

		Budget. Lakhs.	Accounts. Lakhs.	Difference. Lakhs.
		Rs.	Rs.	Rs.
Opening balance	...	211.89	220.87	+ 8.98
Receipts	...	848.86	862.72	+ 13.86
Charges	...	984.41	993.21	+ 8.80
Balance	...	76.34	90.38	+ 14.04

On the income side the improvement is the net result of various increases aggregating Rs. 32.77 lakhs set off by reductions totalling Rs. 18.91 lakhs : the reductions appear under only six heads, but practically the figure is made up of decreases under Forest (Rs. 15.20 lakhs) and under Land Revenue (Rs. 2.57 lakhs), the remaining four heads being responsible for the balance of Rs. 1.20 lakhs. The Forest figure is due mainly to the fact that the Utilisation circle was not in full working order, but partly also to over-estimating and larger arrears account for the decrease against Land Revenue. The increase is shared between 16 heads, the more prominent figures occurring under Irrigation (Rs. 9.78 lakhs), partly due to enhanced rates and partly to a larger area brought under irrigation than was anticipated ; under transfers between Provincial and Imperial—a figure not susceptible of control, Rs. 9.54 lakhs ; under Income-tax (Rs. 4.93 lakhs) as a result of improved assessment by the special staff ; under Interest (Rs. 3.18 lakhs), the result of larger realizations of loans to agriculturists ; and under Jails

(Rs. 2·36 lakhs), due to the successful working of jail factories and larger receipts from the sale of quinine.

On the expenditure side of the account the considerable variations are the result of the revision of pay both of services and establishments. When the budget was framed the figures on this account could not be forecasted with any degree of precision: for establishments a lump provision of Rs. 50 lakhs was made under the Miscellaneous head. But early in the year with the completion of the proposals for revision it was evident that this figure would be considerably in defect; and to meet the excess some Rs. 80 lakhs had to be diverted from other objects for which specific provision had been made. For the purpose Rs. 66·30 lakhs were resumed from various heads as under:—

					Lakhs.
					Rs.
Educational buildings	...	...	...	...	16·40
Irrigation	..	..	..	..	3·20
Sanitary grants	...	...	...	...	20·00
Agricultural buildings	..	..	..	..	5·00
Public Works	..	..	..	..	19·20
Miscellaneous	...	...	...	..	2·50

The balance of Rs. 14 lakhs was met from miscellaneous savings of all kinds. As a result individual increases are due entirely to the revision: while individual decreases are due almost entirely to the re-appropriations necessary to make the revision possible.

#### 46 —Local revenues

(For details see the report on Local Funds for the year 1920-21 and the annual report on the working of the district boards for the year ending the 31st March, 1921.)

237. The opening balance of excluded local funds was Rs. 67·91 lakhs. Receipts amounted to Rs. 195·48 lakhs and expenditure to Rs. 177·86 lakhs as compared with Rs. 187·56 lakhs and Rs. 168·83 lakhs respectively in 1919-20, leaving a closing balance of Rs. 85·53 lakhs. Each class of fund was solvent. The finances of the district boards, which form by far the most important item, have been dealt with in Chapter III of this report. The difference shown above between the figures for the year under review and those for the previous year are mainly the result of the variations in the district board funds. The other chief heads were the cantonment, town, dispensary and charitable funds. The cantonment fund opened with a balance of Rs. 2·86 lakhs, received Rs. 13·46 lakhs, and expended Rs. 13·40 lakhs. The corresponding figures for the town and bazar funds were Rs. 3·05, Rs. 6·43, and Rs. 6·45 lakhs. The dispensary fund started with a balance of Rs. 4,313, received Rs. 9,253, and expended Rs. 7,698. The number of towns under the operation of Act II of 1914 was 280 as compared with 279 last year.

#### 47.—Municipal fund.

(For details see the annual review of municipal administration for the year ending the 31st March, 1921.)

238. The aggregate balance of the municipalities of the province at the close of the previous year was Rs. 30·06 lakhs. Receipts and expenditure during the year, including loans and deposits, amounted to Rs. 122·06 and Rs. 127·57 lakhs respectively and the actual closing balance was Rs. 24·09 lakhs. The income and expenditure of the 49 notified areas in the United Provinces, excluding the opening balance, amounted to Rs. 4·82 and Rs. 4·50 lakhs as compared with Rs. 4·89 and Rs. 4·74 lakhs respectively in the preceding year. Their closing balance rose from Rs. 1·25 to Rs. 2·26 lakhs.



CHAPTER VI.—VITAL STATISTICS AND MEDICAL SERVICES.

48.—Details of census.

(See under “Details of the last census.” Chapter I of the report for 1911.)

49.—Births and deaths.

(For details see the annual report of the Sanitary Commissioner for the year ending 31st December, 1920, and the tables under the head “Vital Statistics” Part V—Statistics of British India.)

Births

239. There were altogether 1,664,192 births registered in 1920, against 1,516,497 in 1919. The birth-rate thus rose from 32·39 to 35·55. As usual, the rate was lowest in the first part of the year and improved each month from July to October. The proportion of male to female births was 110·10 to 100 or practically the same as in 1919. Half the number of districts returned a birth-rate above, and the other half below, the provincial average. The highest birth-rate, 42·94, was recorded in the Shahjahanpur district. Moradabad, Meerut, Farrukhabad, Bijnor, and Bulandshahr all had birth-rates of over 41. Naini Tal, Dehra Dun, Banda, Mainpuri, and Muttra returned the lowest rates, that of Naini Tal being 22·65. The municipal birth-rate was much the same as in the previous year, being 40·47 against 40·70 per mille. Out of the 84 municipalities the birth-rate was higher in 41 and lower in 43 than the provincial average. Ferozabad maintained its position at the top of the list, but its rate fell from 69·34 to 66·17. Ujhani, Kasganj, Ghaziabad, and Hapur come next in order. Mussoorie remained at the bottom of the list with the rate of 7·92. Other districts which returned a low rate were Lakhimpur, Mainpuri, Naini Tal, Brindaban. In Lakhimpur the low rate is ascribed to defective registration and in Brindaban to the residence of a number of widowed and retired people. The number of births recorded in 49 notified areas was 12,467, representing a birth-rate of 37·40 as against 12,544 and 37·63 for the same areas in 1919.

Deaths.

240. The total number of deaths registered during the year amounted to 1,742,835 as compared with 1,951,662 in 1919, the death-rate being 37·23 against 41·69. Twenty-three districts out of 48 returned a death-rate higher, and 25 lower, than the provincial average. Bareilly with a death-rate of 56·55 heads the list, followed by Bijnor with a death-rate of 56·43. Next come Saharanpur, Moradabad, and Sitapur. The lowest mortality rates were recorded in the districts of Jaunpur, Gorakhpur, Muttra, Jhansi, and Gonda, the rates ranging from 25·10 in the first-named to 29·30 in the last-named district. There was a considerable fall in the excess of deaths over births. The total number of deaths recorded in municipalities was greater than the preceding year, the actual numbers for the two years being 125,673 in 1919 and 129,243 in 1920. The corresponding death-rates were 42·87 and 43·76 respectively. Out of 84 municipalities, 31 returned a death-rate above, and 53 below, the provincial average for the municipal areas. The highest death-rate was recorded in Nagina with 89·22. Tanda came next with a rate of 70·59, followed by Pilibhit, Brindaban, and Deoband. Fever was the principal cause of high mortality; dysentery and diarrhoea being an additional cause in Nagina, and in Tanda plague. The lowest death-rate was recorded in Lakhimpur (14·87) with Mussoorie, Mainpuri, Fatehpur, and Kairana next on the list. Forty-one municipalities returned death-rates in excess of birth-rates. In the 49 notified areas 11,751 deaths were recorded, giving a rate of 35·25. In 22 notified areas the death-rate was higher, and in 27 lower, than the provincial average for these areas. Ahraura heads the list with a rate of 73·90. The rate of mortality rose each month from January to June. It was lowest in August and then rose sharply in the month of October, when the highest mortality rate was recorded. The number of deaths among males was 913,899 and 828,936 among females as against 1,017,335 and 934,327 in 1919.



The rate of infantile mortality fell from 253·3 to 220·2. The largest number of deaths was due to fever, tetanus or convulsions being the next chief cause. It is quite clear however, that this figure is unreliable. Enquiries were made by the health officers of certain large municipalities who generally report that a smaller number of deaths were due to tetanus. Various measures were taken for the reduction of infantile mortality during the year, such as the distribution of pamphlets containing instruction to mothers and midwives, the employment of health visitors, the training of *dais* and employment of trained midwives, the delivering of lectures by maternity supervisors and resident midwives, the introduction of bye-laws for the regulation and control of milk-shops, the free distribution of quinine and the extension of provisions of the Food Adulteration Act. Eighty new *dais* were admitted for training in eight districts during the year. Forty-eight passed out successfully and 18 were discharged. The rate of infantile mortality was highest in Cawnpore with a rate of 303·67. Fatehpur, Bareilly, Sitapur come next. The infantile death-rates were lowest in Gorakhpur, Ballia, Almora, Muttra, and Gonda. Among municipalities, the worst record is reported from Jalesar, where the rate was 614·32. Cawnpore and Sikandra Rao come next on the list.

241. The vaccination staff tested 348,041 fewer entries than in the preceding year. The percentage of omissions discovered was ·54 in birth entries and ·23 in death entries as compared with ·37 and ·22 respectively in the preceding year. Local authorities tested 447,553 as compared with 567,464 in 1919. The percentage of omissions discovered by them was much the same as in the previous year. The number of persons fined for neglect in complying with registration rules fell from 2,553 to 2,534.

Registration of  
vital statistics.

242. The mortality from cholera was very low as compared with the preceding year, the number of deaths recorded from the disease in the two years being 6,952 and 81,365 respectively. A comparison of these figures with the verified returns tends to show that the former figure is probably under the real number of deaths. The highest mortality occurred in September. The district returning the highest death-rate was Kheri, followed by Bareilly and Bahraich. Jhansi was altogether free from the disease, while in Bulandshahr and Sultanpur each only one death, and in Muzaffarnagar two deaths occurred. The working of the "cholera scheme" in the twelve districts of Oudh, and in the Benares and Gorakhpur divisions continued to be carried on. The use of permanganate of potash instead of bleaching powder was resumed. As the cost of permanganate was very high, the Government increased its grant from Rs. 20,000 to Rs. 60,000.

Cholera.

243. Small-pox contributed 6,354 deaths against 10,993 in 1919. The disease attained its maximum intensity in June. In seven districts the number of deaths did not exceed five. Out of 92 towns, 31 did not return a single death from small-pox and in 44 the number did not exceed 10. The highest death-rate occurred in the town of Azamgarh.

Small-pox.

244. There was a rise in the mortality from plague, 7,632 more persons falling victims to it than in the preceding year. The rates were respectively ·37 and ·53 as against the quinquennial average of 1·83. As last year, the highest point of the plague mortality curve was reached in March and the lowest point in July. The heaviest mortality occurred in Ballia, while among the districts returning the lowest rates the most conspicuous were Lucknow, Bara Banki, Gonda, and Bareilly. Twenty-three districts enjoyed full immunity from the disease. Out of 92 towns 75 entirely escaped from plague and in eight the number of deaths did not exceed 10. The number of persons inoculated was 36,453 against 43,307 in the preceding year. Of these, 26,689 were performed through the agency of travelling dispensaries, 8,627 by Special Health Officers, and 1,137 by the permanent medical staff of districts.

Plague.

245. During the year 1,442,376 deaths were registered from fever as against 1,575,632 in 1919. The mortality, though showing a decline as compared with the last year, exceeded that recorded in 34 years during the last 40 years. The largest number of deaths was recorded in June and the smallest in August. Among the districts Bareilly heads the list with a

Fevers

death-rate of 51·03, followed by Bijnor, Moradabad, Saharanpur, and Sitapur. Districts where the mortality was low were Ballia, Jaunpur, Jhansi, Gorakhpur, and Lucknow. Among towns Nagina had the highest rate, 57·02, followed by Jalesar and Soron. Mortality was lowest at Gaura Barhaj, Lucknow, and Hapur. Pending the final settlement of the re-organization of the Sanitary department the Government of India sanctioned the temporary appointment of a Special Malaria Officer for the period of two years and the malarial section, which was closed in 1917, was re-opened in December, 1920. The work of the department for the remainder of the year was mainly confined to the Sarda Canal Project. Large amounts of quinine were distributed during the year but there was a considerable falling-off in the amount sold. Influenza for the most part consisted of cases of mild type with no high mortality as compared with previous years and was practically confined to the first half of the year.

Dysentery,  
diarrhoea, and  
respiratory  
diseases.

246. Deaths from dysentery and diarrhoea totalled 15,873 against 15,331 in 1919. The largest number of deaths occurred in August and the smallest in January. Garhwal as usual had the highest rate, followed by Almora, Dehra Dun, Benares, and Lucknow. The districts which suffered lightly were Bahraich, Kheri, Sultanpur, Jaunpur, and Mainpuri. Six out of 92 towns returned no deaths at all and in 13 the number did not exceed 10. Diseases of the respiratory organs claimed 33,198 victims as compared with 25,768 in the preceding year. The verified returns tend to show that pneumonia was extraordinarily prevalent.

Injuries.

247. The number of deaths from injuries fell from 25,406 to 23,113. The number of suicides, however, rose from 2,595 to 2,705; 757 occurring among males and 1,948 among females. Except in Lucknow and Agra, where the number of deaths from suicide was 13 and 11 respectively, it did not exceed five in any town. The number of deaths caused by snakes and wild beasts fell from 5,353 to 4,966, while deaths from rabies rose from 301 to 453.

Deaths from  
other causes.

248. Deaths from other causes fell from 199,927 to 190,067, but it should be noted that deaths from measles are now excluded from this head and are recorded separately.

#### 50.—Emigration and Immigration.

(For details see the annual report on the working in the United Provinces of the Assam Labour and Emigration Act VI of 1901, for the year ending the 30th June 1921; the annual report on emigration from the port of Calcutta to British and Foreign Colonies for 1920; and the tables under the head "Emigration," Part V—Statistics of British India.)

Foreign  
emigration.

249. Owing to the prohibition of indentured emigration to the colonies, no labourers were despatched to any of the colonies during the year under report. Thirty-three Indian tailors were, however, despatched to Bangkok. Of these and of the 36 tailors who remained at Bangkok at the end of the previous year, 3 died, 26 returned to Calcutta, 2 before the expiry of contract on account of sickness, and 24 on the termination of their contract, and the remaining 40 were working there at the close of the year.

Six thousand five hundred and forty-four emigrants left the colonies of British Guiana, Trinidad, Surinam, Natal, and Fiji as against 1,204 leaving the colonies of British Guiana and Natal in 1919. The ascertained average savings brought by them amounted to Rs. 152 per emigrant as compared with Rs. 198 in the previous year. There was an increase in the average remittances per resident Indian immigrants in respect of Surinam and a decrease in respect of other colonies. The average as in the previous year was again highest in the case of the colony of Natal, but it is probable that the Natal figures include remittances by traders and other immigrants who are not labourers.

Inland  
emigration.

250. Recruitment of labourers in accordance with the provisions of Chapter IV of the Assam Labour and Emigration Act VI of 1901,

was carried on in 14 districts of the province as compared with 19 districts in the previous year. The total number of coolies recruited decreased from 4,431 to 1,089. This large decrease is attributed chiefly to the depression in the tea industry and the consequent strict economy exercised by all gardens in recruiting and also to the fact that, recruitment in the two previous years having been abnormal, fewer coolies were required during the year under report. The number of Nepalese subjects recruited from the Gorakhpur district fell from 1,590 to 377. As usual Gorakhpur, Basti, and Mirzapur supplied by far the greater number of the recruits. No case of infringement of the rules was observed.

251. No statistics are available.

Immigration

#### 51.—Medical relief.

(For details see the annual report on the administration of civil hospitals for the year ending 31st December, 1920, and the tables under the head "Hospitals" Part V—Statistics of British India.)

252. The number of dispensaries increased during the year from 647 to 661. Sixteen new dispensaries were opened and returns for two other institutions which were previously in existence were now included for the first time. One Canal and three private dispensaries were closed. The number of patients at State public, local fund, and private-aided dispensaries and hospitals was 5,788,931 against 5,380,877 in 1919. The increase of 408,054 is almost entirely accounted for by the larger number of cases of malaria. Indoor attendance increased by 3,855 and outdoor by 404,199 as compared with 1919. The number of travelling dispensaries remained at 110; 63 being Provincial and 47 District Board. Attendance at these dispensaries increased from 930,748 to 988,673.

Dispensaries,<sup>15</sup>

253. The total income of the hospitals and dispensaries rose from Rs. 20,49,384 to Rs. 24,20,510 and expenditure rose from Rs. 18,55,309 to Rs. 22,47,726. The closing balance at the end of the year was Rs. 1,72,784. Local fund contributions rose from Rs. 9,49,072 to Rs. 11,05,316 and the municipal contributions from Rs. 1,22,231 to Rs. 1,54,484. Subscriptions from Europeans fell from Rs. 29,935 to Rs. 27,982 and those from Indians from Rs. 1,31,589 to Rs. 1,11,799. The cost of European medicine increased from Rs. 2,77,664 to Rs. 3,20,889 and that of bazar medicine from Rs. 35,284 to Rs. 37,937. Diet charges also increased from Rs. 1,36,057 to Rs. 1,63,186. The invested capital at the close of the year was Rs. 16,95,531 against an opening balance of Rs. 16,97,579.

Financial.

254. The number of students on the rolls of King George's Medical College at the close of the year was 155 against 140 in 1919. In the University Examination out of 37 students in the first M.B., B.S. 26 passed. In the final M.B., B.S., (Group A) 20 appeared and 12 passed, the remaining 8 being successful in the Supplementary examination; while in the Final M.B., B.S., (Group B) 25 appeared and 18 passed, the remainder passing in the Supplementary examination.

General

The number of students on the rolls of the Agra Medical College was 532 against 549 in the previous year. The number of military students decreased from 347 to 313, while on the civil side the number of new admissions rose from 30 to 71. In the Women's Medical College school there were 65 students as compared with 60 in the previous year. One hundred and thirteen patients were admitted to King Edward VII Sanatorium at Bhowali. The military section there was closed at the end of November. Anti-tuberculosis work at the Lucknow Medical College has increased in activity. A special hospital for tuberculosis is required and plans and estimates are under consideration. At the close of the year, 102 officers belonging to the Medical department were still on military duty. Their absence has been severely felt, particularly as it necessitated the continued employment of medical assistants.

**VITAL  
STATISTICS  
AND  
MEDICAL  
SERVICES.**

**52.—Sanitation.**

*(For details see the annual report of the Sanitary Commissioner for the year ending the 31st December, 1920, the annual report of the Sanitary Engineer for the year ending 31st March, 1921, and the tables under the head, "Area, population, and public health" Part V—Statistics of British India.)*

**Municipalities.**

255. The total amount spent on original sanitary contribution works was Rs. 9.40 lakhs, and Rs. 10.4 lakhs on maintenance and repairs of open water-works. Municipalities spent about one-third of their total income on water-supply, drainage, and conservancy. The main work of the drainage and sewerage scheme in Almora taken in hand in 1917-18, was finished during the year 1920. Apart from this progress was made during the year on minor drainage schemes but little was done towards the carrying out of the larger schemes which the more important municipalities have in view. In Allahabad the Kydganj drainage scheme has been completed. The Moradabad drainage scheme also has been completed with the exception of some underground sewers. The Cawnpore drainage scheme has been delayed by the failure of the contractors, and drainage schemes for Hardwar, Meerut, and Lucknow are still under consideration. The Naini Tal hydro-electric scheme made good progress, but other municipalities have done little to improve or re-organize their water-supply.

**Fairs.**

256. The Magh Mela at Allahabad was held from the 5th January to the 11th February and passed off without the appearance of any epidemic disease. The Dikhauti at Hardwar in April, the Dadri fair at Ballia, the Garhmuktesar fair in the Meerut district, the Tigri fair in the Moradabad, and the Batesar fair in the Agra districts which were all held in the month of November, passed off without the occurrence of any infectious disease with the exception of one case of small-pox at Hardwar. There were a few cases of cholera at the Sawan Jhula fair at Ajodhya and also at the Sawan Jhula fair at Gola. The rest of the fairs and small religious gatherings held in these provinces passed off without the occurrence of serious infectious cases of any sort.

**Sanitary Board.**

257. During the year the Board of Public Health sanctioned grants amounting to Rs. 5,70,508 in addition to the grants of Rs. 1,44,556 sanctioned by Government, the latter grant including the sum of one lakh annually granted for works of improvement in pilgrim centres. This grant was this year allotted to the Fyzabad municipality for the water-supply scheme for Ajodhya. Of the schemes considered by the Board during 1920, projects for various works of drainage, sewerage, etc., aggregating Rs. 77.34 lakhs were administratively approved. The total estimated cost of the drainage and paving schemes for which projects were submitted by the Sanitary Engineer during the year was Rs. 86.80 lakhs as compared with Rs. 17.77 lakhs in the preceding year.

**General.**

258. Labour troubles, shortage of railway wagons, and difficulty in obtaining coal, were adverse factors which caused delay in almost every branch of work. Several works had to be stopped for want of coal and materials which the railways could not deliver and at all the water-works pumping stations the stocks of coal became depleted. The fall in the exchange value of the rupee caused much work in revision of sanctioned estimates and the works at Naini Tal and Lucknow were considerably affected by the excesses thus caused.

**53.—Vaccination.**

*(For details see the annual report on vaccination for the year ending the 31st March, 1921, and the tables under the head "Vaccination" Part V—Statistics of British India.)*

**Establishment.  
and charges.**

259. The number of assistant superintendents of vaccination remained the same as in the previous year, namely 49, but the number of vaccinators decreased from 923 to 920. There was an increase of Rs. 60,671 in the total expenditure, this being due mainly to the general increase in the

pay of Deputy Sanitary Commissioners, and the vaccination, clerical, and menial staffs.

260. There was a decrease in the total number of operations performed from 1,425,754 to 1,356,981. Of this total, 1,257,130 were primary and 99,851 re-vaccinations as compared with 1,290,912 primary and 134,842 re-vaccinations in the previous year. The percentage of successful primary vaccinations and re-vaccinations was 97.14 and 71.34 as compared with 96.29 and 65.01 in the preceding year. The number of persons vaccinated per thousand was 27.18 as against 27.84 last year. Twenty-four districts out of 48 showed an increase in the number of successful primary operations, Cawnpore, Meerut, Unao, Har-doi, and Moradabad heading the list in the order named. Of the 24 districts showing a decline the most conspicuous were Fyzabad, Gorakhpur, Rae Bareilly, Gonda, Fatehpur, Garhwal, Allahabad, Bareilly, and Aligarh. The agrarian disturbances and political agitation were the main causes of the decline in most districts. There was an increase of eight pies in the average cost of each successful case of vaccination as compared with last year, the actual amounts for the two years being three annas four pies and two annas eight pies respectively. The increase is due to increased expenditure in pay of the staff and the smaller number of operations performed.

261. The total number of vaccinations inspected by the Deputy Sanitary Commissioners and district superintendents of vaccination fell from 180,569 to 147,022. The percentage of inspections to the total number vaccinated was 11.42 in the case of primary and 4.52 in the case of re-vaccinations as against 13.60 and 5.18 in 1919-20. Various reasons account for the decrease, among which may be mentioned the fact that the full sanctioned number of Deputy Sanitary Commissioners was not available, these officers being engaged on more important duties. Indifference by some district superintendents of vaccination to this part of their duty, agrarian disturbances, and political agitation are other reasons for the decline. There was an increase of 27,538 in the number of inspections of primary vaccinations by assistant superintendents of vaccination and other inspecting officers, but a decrease of 10,605 in respect of re-vaccinations. The percentage of cases found successful was 95.81 in the case of primary vaccinations and 53.33 in that of re-vaccinations, as against 95.22 and 55.12 respectively in the preceding year.

262. The Provincial Bovine Lymph Dépôt at Patwa Dangar in the Naini Tal district issued 89,609 grammes of lymph as against 94,354 in the preceding year. The total sale-proceeds rose from Rs. 35,430 to Rs. 37,144 and expenditure from Rs. 31,547 to Rs. 39,217. The increased expenditure is accounted for by the general increase in the price of calves, grain, and other commodities as well as by the increase in the pay of the dépôt establishment.

## CHAPTER VII.—INSTRUCTION.

### 54.—General system of education.

(See page 81 of the report for the year 1911-12.)

### 55.—Education.

(For details see the quinquennial report on public instruction for the period ending 31st March, 1921, and the tables under the head, "Education" Part VII—Statistics of British India.)

263. The year was one of great educational activity. Early steps were taken to reform the higher education of the provinces on the lines recommended by the Sadler Commission. Intermediate colleges were built at Jhansi and Fyzabad and arrangements were made to enable Intermediate classes to be opened at Almora. These colleges are now working and are at present affiliated to the Allahabad University pending the creation of the Board of High School and Intermediate Education. Two important events of the



year which may be mentioned were the laying of the foundation stone of the Lucknow University by His Excellency the Governor and the establishment of the Muslim University at Aligarh.

Vernacular education made a considerable advance, but owing to economic and political causes not as much as was hoped for. Owing to the great increase in the cost of the necessities of life, there was much discontent amongst the educational staff until the Government sanctioned a general revision of salaries. For a time non-co-operation agitators found their work amongst them comparatively easy for this reason but few of the teachers were in sympathy with the movement at heart and as soon as they were satisfied with their own position and prospects they brought their full influence to bear on the side of law and order. Students were encouraged to strike for any and every reason and, as often as not, it was only when the final step had been taken that they realized that the strike had assumed a political complexion. Matters were critical for some time at the Aligarh College and the Benares Hindu University also had trouble, while the conduct of the Sanskrit College examinations at Benares was interfered with considerably by systematic attempts to prevent candidates from appearing at the examinations. In most of the colleges, however, the students honestly endeavoured to decide for themselves on the merits of the movement and in the end the non-co-operators had to admit defeat.

Number of  
institutions and  
scholars.

264. The total of all classes of institutions increased during the year from 20,191 to 21,268. There was an increase in the number of public institutions from 16,489 to 18,158 and a fall in the number of private institutions from 3,702 to 3,110. The number of scholars attending the former rose from 981,569 to 981,744, while the number in the latter fell from 74,031 to 66,017.

Expenditure.

265. The total expenditure on education from all sources increased from Rs. 228.59 lakhs to Rs. 241.59 lakhs. Expenditure from provincial revenues rose from Rs. 75.84 lakhs to Rs. 104.7 lakhs, while that from local funds showed a decrease from Rs. 44.15 to Rs. 36.98 lakhs. The decrease is, however, chiefly due to a change in classification, according to which all expenditure incurred by district boards from provincial revenues is now shown under provincial revenues. Expenditure from municipal funds increased from Rs. 6.46 to Rs. 7.23 lakhs.

Universities.

266. During the year the report of the conference appointed by Government to consider the question of the re-construction of the Allahabad University together with the detailed recommendations of its sub-committees was laid before the Senate of the University. Nearly all the fundamental recommendations of the Conference were accepted by the Senate and their resolutions on the scheme were sent to Government. During the remainder of the year no progress could be made pending the preparation of the Bill for the re-organization of the University. The scheme, though based upon the recommendations of the Calcutta University Commission, does not precisely follow either type of university proposed in the Commission's report for the province of Bengal. It contemplates the conversion of the Allahabad University into a teaching university at Allahabad with an external side for the control and supervision of the colleges outside Allahabad which may be associated with it. Under this arrangement the University would still prescribe courses and hold examinations for its scattered colleges; but there would be at Allahabad centralization whereby the control and direction of the University work would be unified and extended over all the local activities of the University, and the teaching in all its branches be conducted by the University itself.

The Committee which had been formed for considering a scheme for the constitution of a University at Lucknow, submitted its resolutions during the year to the Senate of the Allahabad University and they were generally approved. A draft Bill for the establishment of the Lucknow University was introduced in the Legislative Council on the 12th of August, and, as amended by a select committee, was passed on the 8th of October, receiving the assent of the Governor and of the Governor-General in the following month. Plans and designs for the erection of imposing University



buildings have been prepared and a site for them has been selected. Private donations to the amount of Rs. 30 lakhs have already been promised for the University. Teaching is being carried on meanwhile in the Canning College and the King George's Medical College.

Fair progress continued to be made by the Benares Hindu University. There was an increase in the number of students at the Central College which necessitated an increase in the College staff. Progress with the Engineering College, however, has been considerably hampered by lack of funds and buildings. Many students had to be turned away owing to the insufficient hostel accommodation, paucity of class rooms, and inadequacy of staff.

As already noted, the year was an eventful one in the history of the Aligarh College, both on account of the political storm which it successfully weathered, and the raising of the institution to the standard of a university.

Of the 2,755 Matriculation candidates at Allahabad 847 passed as compared with 1,101 out of 3,307 last year. In the Intermediate examination 963 passed out of 2,243 as compared with 895 out of 1,981 in the previous year. The results of the other chief University examinations were as follows :—For the B.A. 459 passed out of 1,476 ; for the Previous LL.B., 235 out of 430 ; for the Final LL.B., 181 out of 353 and for the B.Sc., 101 out of 186. The large decrease which again occurred in the number of candidates for the Matriculation examination is due to the recognition of additional schools for the School-Leaving Certificate examination. The total income for the year ending 31st December, 1920 was Rs. 4,49,139, an increase of Rs. 82,371. The expenditure rose from Rs. 3,10,064 to Rs. 4,96,026 but this includes the sum of Rs. 1,29,100 expended on War Bonds.

Various modifications were made in the University regulations during the year. The work of the History department was very severely handicapped owing to the chair being vacant during the whole year.

267. The number of Arts Colleges remained stationary at 19, but the number of students decreased from 5,434 to 5,147. This falling off is no doubt partly due to the effects of non-co-operation, but economic causes were also at work. At the Canning College a very large number of students had to be struck off for non-payment of fees. This is attributed to the increased cost of living which has made it very difficult for the poorer students to continue their work in the college. Improvements in the staff are reported by many colleges. Several more professors and demonstrators have been appointed. Accommodation in many colleges has been improved. The post-war difficulty of obtaining apparatus has somewhat affected colleges but substantial additions have nevertheless been made to the laboratories of many institutions.

Collegiate  
education.

The average number of students on the rolls of the Sanskrit College, Benares, was 322 as against 338 last year. Eighty-two passed out of 103 who sat for the various examinations. The number of schools teaching Sanskrit has again fallen from 400 to 324 and the number of scholars from 8,341 to 6,612. The number of schools teaching Arabic and Persian has remained stationary at 296, but the number of scholars has decreased from 8,902 to 8,788. These institutions have suffered most from the effects of non-co-operation. The chief centres of Arabic and Persian studies were attracted by the movement and their influence on other institutions especially those which received no grants-in-aid, was great.

There are as last year four Law schools including the University School of Law at Allahabad. The enrolment has decreased slightly from 586 to 529.

Expenditure on collegiate education has risen from Rs. 13.2 to Rs. 16.13 lakhs, of which fees covered 27 per cent. as compared with 34 per cent. last year. The cost per scholar has gone up from Rs. 244 to Rs. 309 per annum.

268. The number of secondary schools of all kinds increased by 103 to 952, there being a rise of 94 in vernacular schools for boys and 12 in schools for Indian girls, while there was a decrease of 3 in European schools for boys. There was no change in the total number of Anglo-Vernacular schools, the

Secondary  
education.

number of high schools increasing by 13 to 165, while there was a corresponding decrease in middle schools to 73. The number of scholars decreased by 2,537 to 50,823. The figures are, however, somewhat misleading, as there was a large falling-off in attendance owing to non-co-operation in the earlier months of the year and the majority who were absent have since returned. It is noteworthy that in the 60 schools managed by Government and local bodies the enrolment decreased by only half per cent., while in 178 private institutions the decrease amounted to 7 per cent. Expenditure on Anglo-Vernacular schools increased by Rs. 4.56 to Rs. 33.15 lakhs. The average cost of educating a boy in an Anglo-Vernacular school has risen to Rs. 62.4 per annum, while the amount he pays in fees has diminished to Rs. 22.7.

The number of boys who appeared for the Matriculation examination was 522 against 716 last year. Of these, 145, or 28 per cent. only, succeeded in passing. For the School-Leaving Certificate examination there were 5,272 candidates, of whom 2,475 passed. Four hundred and forty candidates appeared for the High School Scholarship examination as against 476 in 1920.

There were 3,462 teachers in Anglo-Vernacular schools, an increase of 31. The number of trained teachers has risen by 51 to 877. Over 58 per cent. of the teachers in Government schools are trained. In other schools the percentage is a little over 10. The need for more trained teachers is as pressing as ever, but the opening of the new college at Agra during the year and the establishment of other colleges at Fyzabad, Meerut, Bareilly, and Gorakhpur in the near future, together with the opening of similar institutions in connection with the Aligarh and Lucknow Universities, will do much to alleviate the pressure. There is still much room for improvement in the tuitional work.

Much progress was made with the school and hostel buildings of both Government and aided schools. The new buildings of the Intermediate colleges at Jhansi and Fyzabad and of the Government High School, Banda, are nearing completion, so too are the new premises of the Government High School, Naini Tal. Necessary extensions have been made to many schools and hostels and proposals for further improving accommodation, including the erection of three new high school buildings in Lucknow, are being prepared.

Large grants were made or promised by the Local Government during the year for vernacular secondary schools, Rs. 4 lakhs per annum being allotted for recurring expenditure and Rs. 25 lakhs for buildings. The scheme contemplates an increase of 470 teachers, 127 new school buildings, 183 new hostel buildings, the extension of 57 school buildings, and of 116 hostels. It took effect from the 1st of June, 1920 and before the end of the financial year the number of schools had increased from 460 to 554, the number of teachers from 2,409 to 2,654, and the number of scholars from 39,035 to 42,226. Of the 25 lakhs promised, however, for vernacular middle school buildings the boards were able to spend only Rs. 2.3 lakhs during the year owing to the lack of contractors and building materials.

269. The second instalment of the three years' programme for the expansion of primary education was carried through during the year. The number of schools increased from 13,597 to 15,094; the number of teachers from 27,029 to 28,915, and the number of scholars from 759,672 to 805,150. Altogether the programme of expansion for the first two years has produced an increase of 31 per cent. in the number of schools, 20 per cent. in the number of teachers, and 17 per cent. in the number of scholars. These figures though substantial fall below expectations, but there have been many adverse factors to deal with. There was a rapid rise in the cost of living and a consequently increased demand for child labour. The effect of economic conditions was felt particularly in the upper primary classes.

The expenditure on primary education increased during the year from Rs. 39.65 to Rs. 47.45 lakhs. Of the total, provincial revenues contributed 53 per cent. and local bodies 39 per cent. Large grants were made by the Government during the year to improve the pay of primary teachers. The revised scales have met with a satisfactory reception and it is believed that a supply of suitable recruits for the profession is now assured.

In district board schools there are 13,930 trained teachers as against 10,660 untrained. Municipal boards have only 683 trained teachers out of 1,489 and aided schools only 96 out of 2,645. The boards are making rather slow progress in utilizing the funds placed at their disposal for primary school buildings.

Further steps were taken by Government during the year to encourage the education of the depressed classes. The results from the appointment of supervisors in certain districts were so encouraging that during the year all district boards were offered assistance towards the appointment of a supervisor for schools for the depressed classes. The boards were invited to submit proposals also for increasing the number of aided schools for pupils of these classes and for establishing scholarships to enable boys belonging to them to carry their education beyond the primary stage. Funds have been provided by Government to carry the boards' proposals into effect. The amount thus found by Government will meet the cost of a supervisor in 43 districts, of 245 new aided schools and 128 scholarships.

270. Progress is being made with the schemes for extending facilities for training Anglo-Vernacular school teachers. The Agra College for undergraduate teachers was opened during the year, and plans for establishing other colleges are maturing. The premises of the Lucknow College are to be handed over to the Lucknow University for the training of graduates, the present staff being transferred to new surroundings at Fyzabad. A new college is to be opened at Meerut shortly and later other colleges will be started at Gorakhpur and Bareilly. New normal schools are nearing completion at Jhansi and Muzaffarnagar and schemes for other normal schools are under preparation. When the new schools are completed there will be one normal school in each division of the province. There were 65 students at the Allahabad Training College including one woman. Sixty candidates passed the final examination. There were 50 admissions to the Lucknow Training College, making a total of 63 teachers in training. All the 39 college students who appeared for the Anglo-Vernacular Teachers' Certificate examination passed. Owing to lack of hostel accommodation at the Agra Training college only 21 students were admitted to the two-years' course. The college opened at the end of July, 1920.

Training and  
supply of teachers.

The number of training classes maintained by district and municipal boards was 501 as against 504 in the previous year. The total number of candidates for the Primary Teachers' Certificate examination was 4,921, a rise of 431 on the previous year being due to an increase in the number of private candidates from 732 to 1,282. The percentage of passes was 54, which is rather low. Government made a grant of Rs. 92,544 during the year to the boards to enable them to give special allowances to the staff of training classes.

The need for an increased number of trained woman teachers is as pressing as ever, but it was not found possible to open any fresh training classes or normal schools during the year. The scheme for opening four new normal schools, however, is maturing. Sites have been selected at Allahabad and Meerut. Some difficulty was experienced in obtaining students for those institutions preparing for the Anglo-Vernacular Teachers' Certificate examination. This is ascribed to a variety of causes: a desire to read further, preference for other than a scholastic career and especially a leaning towards medical work, high prices, causing many who in other times might have undergone a course of training to begin teaching at once in order to earn a livelihood; and dread of a course which seems to involve ceaseless pressure combined with fear of failure in the final examination. It is noteworthy that the number of girls in collegiate classes has decreased from 24 to 15. Sixteen candidates appeared for the Anglo-Vernacular Teachers' Certificate examination, of whom 15 were successful. In the final examination in normal schools out of 51 candidates 33 obtained certificates as trained vernacular teachers as compared with 29 out of 49 last year. The number of Anglo-Indian girls adopting teaching as a profession is decreasing. This year only seven students appeared at the final examination as compared with 14 in 1918 and 11 in 1919.

**INSTRUC-  
TION.****Technical  
education.**

271. The Technical Schools, both Government and subsidized, continued to do good work, and passed pupils have in most cases readily found employment in commercial firms or been able to start their own business. The Government propose to rebuild and expand the present Technical School at Lucknow into a school for mechanical and electrical engineers. During the year the Government considered also the question of expanding the Chemical Research Institute at Cawnpore into a Technological Institute, and in accordance with the advice of a committee of experts it is now proposed to build a Technological Institute where students will be taught the elements of engineering and the chemistry of their particular subject and at the same time will receive practical training on a factory scale in the subject which they are studying.

There was a small increase in the number of students on the roll of the School of Arts and Crafts, Lucknow, and a small decline in the enrolment of the Technical School, Lucknow. The average number of students under training in the day classes at the Gorakhpur Technical School rose from 80 to 94. The number at the newly-opened Technical School at Jhansi varied from 67 to 74. Forty-one students attended the Leather-working School at Cawnpore, and a similar school which was started in April at Meerut soon had its full complement of 25. One hundred and twelve students attended the Central Weaving Institute, Benares. Both here and at the Leather-working School at Cawnpore the complaint is made that the demand for trained workmen is so great that there is danger of their leaving before their period of training is finished. The School of Dyeing and Printing, Cawnpore, has been improved and the number of students rose from 19 to 33. The Government Fabric Printing School at Farrukhabad, which was only started in September, 1920, has still to make good. The Government Carpentry School at Allahabad, which has only been in existence for two years, is doing extremely well. An attendance of some 130 students shows that it is popular and that there is a genuine demand for technical education in this locality. It is hoped before long to give the school a building worthier of the good work that it is doing.

**Female education.**

272. The number of institutions for Indian girls fell from 1,674 to 1,635. This decrease, however, is wholly among private institutions, which number 89 less than the previous year, while public institutions increased by 50. The number of scholars rose by 1,288 to 59,254. The increase in those attending public institutions was 2,648. The number of secondary schools increased by 12 to 119 and the number of pupils reading in them by 1,540. There are now 41 English schools with an enrolment of 4,746 and 78 vernacular secondary schools with 7,841 girls. The number of primary schools for girls increased by 40. No less than 54 new schools were opened in the Shahjahanpur circle, but in the Lucknow circle 35 were closed. The number of scholars in primary schools is now 42,869, an increase of 1,245. It is in municipal areas that the greatest advance in female education is to be looked for. Some of the Inspectresses feel, however, that it is useless to inspect municipal schools as their suggestions are disregarded and little effort is made to bring the schools into any kind of order. There are 1,756 teachers in primary schools for girls, but only 173 of those are trained. This is however 16 more than last year.

273. Two schools for Europeans closed during the year: one at Naini Tal and one at Mussoorie. The number of scholars, however, appears to have slightly increased. Expenditure on European schools decreased by over Rs. 3½ lakhs. The figure for one school has, however, been omitted in this calculation. The number of teachers employed has dropped by 5 to 443. The numbers coming forward for training are diminishing and many stipends annually cannot be awarded for want of applicants.

There were 76 boys in the Colvin Taluqdars' School Lucknow, consisting of 49 Hindus, 20 Muhammadans and seven Sikhs. Recurring grants from Government for the maintenance of Islamia schools and *maktabs* increased from Rs. 1.21 to Rs. 1.80 lakhs. This resulted in an increase in the Islamia schools from 490 to 680 and in *maktabs* from 627 to 737. The number of pupils in Islamia schools increased from 14,550 to 19,448. and in aided *maktabs* from 21,439 to 23,640. On the other hand

the number of Muhammadan pupils in ordinary schools decreased by 2,960 and in unaided *maktabs* by 2,252. These decreases are due to the conversion of ordinary board schools into Islamia schools and of unaided *maktabs* into aided *maktabs*. The number of Muhammadan boys in all kinds of primary schools shows an increase of 1,887. The demand for primary education among the Muhammadan community appears to be steadily rising. But the quality of the education imparted in Muslim institutions still leaves much to be desired.

The number of Hindus under instruction increased from 801,534 to 836,875, or by 4 per cent. and that of Muhammadans from 187,602 to 192,325 or by  $2\frac{1}{2}$  per cent.

#### 56.—Literature and the Press.

(See the tables under the head "*Printing Presses and Publications.*")

*Part VII.—Statistics of British India.*)

274. The number of publications shows a large increase from 1,702 to 1,918. Hindi with a total of 952 is still the language in widest use but there has been a proportionately larger increase in the number of publications in Urdu, which has risen from 286 to 338; Sanskrit and Arabic publications have both increased but Persian has decreased. All subjects show an increase except Biography and History. Poetry leads the way with an increase of 72 and seems to be the most popular form of literature, but much of it is nothing more than rhyming propaganda.

Literary  
publications.

The social literature of the year follows much the usual lines. Pamphlets continue to appear dealing with the claims of certain castes to be included in a caste higher than that assigned them but very little of the caste literature is important. The economic difficulties of the times are responsible for a number of publications advocating the limitation of expenditure at marriages and other ceremonial occasions. Reformers have been as busy as usual with tracts on temperance, gambling, smoking, and child-marriage. Direct social service is advocated in handbooks supporting the Boy Scout movement and explaining its principles and practice.

The output under politics has risen from 25 to 61. Most of the publications are propagandist. The Khilafat question leads with 11 publications and the Punjab disturbances form the subject of a fair number of publications. Bolshevism receives casual mention in some books and a useful tract has been published by the All-India Sanatan Dharma Sabha, Kashipur, condemning it as the counterforce to all religious and exhorting Indian youths to avoid its insidious tendencies.

Economic literature is not important. There are only five publications altogether. Publications on Philosophy have increased from 20 to 25. Works on Hindu Philosophy consist mainly of translations. In religious Hinduism has naturally far the largest number of publications to its credit. The Ramayana forms the theme of as many as 45 publications. Cow-protection is a popular subject countered by a defence of cow-sacrifice by certain Muhammadan writers. Christianity has the next largest output but nothing of any note. Islamic publications have fallen from 47 to 61, thus continuing the rapid decline of the last few years. Translations of well-known works form the bulk of the output in history but a certain amount of original work has also been done. Abdul Halim Sharar has published the fourth volume of his history of "*Arz-i-Muqaddas*," and Mirza Muhammad Kazim Barlas of Moradabad has added to his already large output a history of Changez Khan based on Islamic sources. Apart from local histories the only attempt at an original contribution to Indian History is an account of India from the dawn of history to the year 1000 of Vikrama era by Hari Mangal Misra, M.B., of the Normal school, Allahabad, which displays a considerable amount of labour and study, but would not be considered of much value by the scientific historian.

Of the 30 biographies eight are political and in the nature of nationalistic propaganda. Religious biographies have fallen from 18 to 9.



There has been a slight increase in the output of fiction from 153 to 161, of which 31 are translations. Original novels have increased but their quality has not improved. Social reformers seem to find it necessary to portray incidents of a most sensual kind to point their moral and possibly also to adorn their tale.

Of original poetry there is nothing of any particular note. The new poets cannot get away from the well-known themes of Rajput heroism. Such poems are probably nationalistic in intent and it is this tendency always to write with a purpose that is hampering literary development at the present time. Verse translations of poems in other languages and new editions of the works of well-known poets such as Rabindranath Tagore and Ghalib are fairly numerous.

Dramatic works do not call for any particular notice. Most of the new works have political purpose behind them and when this is not the case episodes from the *Ramayana* or the *Mahabharata* are the usual foundations for the plot.

Law publications are not of much importance. The "Art of Cross-examination" by Rahmat Ullah is well written and can be read with interest, but apart from this and a commentary on the Oudh Rent Act by Mr. Agarwala, publications are mostly cram books undisguised. The number of books on Medicine is 43. Scientific works are not of any great value. It is noticeable that the nine books on Agriculture all recommend the introduction of improved Western methods. Astrological literature is still popular. Other works are almost entirely educational.

The year's literature is not encouraging. No new writer of any distinction has appeared and for the best work we have to look to translations from other languages. Literary societies such as Nagri Pracharini Sabha are doing excellent work in their way, but they tend rather to be *laudatores temporis acti* and to devote their energies to the discovery of the manuscripts of previous generations instead of encouraging and fostering the wit and originality of the rising generation.

Indian Press.

275. The total number of newspapers and periodicals printed during the year was 427 compared with 398 in the previous year. Of these, 71 were in English, 175 in Hindi, and 151 in Urdu. Lucknow contributed 87 papers, Allahabad 62, Benares and Agra 36 each, Meerut 25, Cawnpore 21, Moradabad 20, Bijnor 18, and Aligarh 16. Eight English, five Urdu, and 18 Hindi papers had a circulation of more than 2,000 copies but in no case did the circulation exceed 10,000. Thirteen important new papers appeared during the year, while five ceased publication.

Tone and policy.

276. Six printing presses did not open and five were closed owing to demands for security under the Press Act. For the same reason eight proposals to start newspapers failed and two newspapers ceased publication. Seven newspapers and presses furnished security. There was only one case of forfeiture of security. Formal warnings were conveyed to four persons connected with newspapers and presses by District Magistrates, and eight were warned under the orders of the Local Government. The general tone of the Press remained much the same. The Punjab and Khilafat grievances continued to be the chief source of inspiration for both extremist and moderate papers, though in different degrees. Where Turkey was concerned the virulence of the Muslim papers showed little signs of abating. Early in the year they were alarmed by the threatened internationalisation of the Straits and Constantinople and veiled threats were held out of a Muslim-Bolshevik alliance and even of a general Muslim rising in the event of any interference with the Khilafat. After the Prime Minister's reply to the Khilafat deputation he was charged with faithlessness and it was insinuated that while the attitude of France was on the whole reasonable, the economic lust of England stood in the way of a just settlement. The massacred Armenians received little sympathy; they were represented as seditionists who had richly deserved their fate. Considerable solicitude, on the other hand, was displayed for the Muslim sufferers in Smyrna. With the Khilafat Conference in Calcutta at the end of February, the subsequent conferences at Meerut, Delhi, and Fyzabad, and the failure of the Khilafat



deputation, bitterness increased, and a general demand arose for the recall of Indian troops from Mesopotamia.

In the meantime Hindu susceptibilities had been worked upon by the report of the Congress sub-committee on the Punjab disturbances. The majority report of the Hunter Committee met with unqualified condemnation, which acquired additional intensity from the Parliamentary debates in England and the raising of the Dyer Fund.

From the time that Mr. Gandhi brought about the fusion of the Khilafat and Punjab agitations and took steps to initiate an active non-co-operation programme, it would be difficult to find an issue of any paper of importance, with the exception of the *Leader*, which would not furnish evidence of the exacerbation of Indian feeling over the Punjab tragedy.

On the subject of non-co-operation extremist Hindu opinion was for a time divided. Under the editorship of Mr. B. C. Pal the *Independent*, the leading extremist paper in Northern India, dealt very hesitatingly with the question, and the paper did not become a blind adherent of Mr. Gandhi until he had vacated the editorial chair. The movement drew considerable opposition and condemnation from the *Leader*, *Avadh Akhbar*, and *Mashriq*, and towards the end of the year the failure of attacks on Government colleges, schools, and aided institutions had an appreciable effect on other papers, including the *Hamdam*, the advanced Urdu daily of Lucknow. It would, however, be unsafe to minimise the hold the movement possesses over the younger generation. The fervour of the non-co-operation campaign brought three new Hindi dailies into existence: the *Aj* of Benares, and the *Vartamam* and the *Daily Pratap* of Cawnpore.

Afghanistan received considerable attention owing to the Mussoorie Conference and the encouragement given by the Amir to the Hijrat movement. This movement, it may be noted here, was accorded considerable support at its inception, but its failure and the sufferings of its victims was but little remarked on. The sufferings of the Frontier Hindus in raids elicited much sympathy. The Government of India were advised to cultivate friendly relations with the Afghans in view of the Bolshevik danger. Throughout the year England was constantly advised to withdraw from Persia.

In the early part of the year there was a general tendency to accept the reforms and to agitate for more. The situation changed, however, with the publication of the Congress report on the events in the Punjab and with the development of the non-co-operation movement. The advanced papers supported the "boycott of Councils" campaign and hailed the result of the elections as a brilliant success for the non-co-operators. His Majesty's instructions to the Governors of the provinces were discussed on party lines, eliciting applause from the Moderates and from the Extremists the complaint that no time-limit had been given for the grant of *swarajya* and no guarantee had been provided against the repetition of the Punjab "atrocities." Towards the end of the year the *Independent* began to advocate, though somewhat academically, the demand for *swarajya* without the Empire.

The repeal of repressive Acts was called for occasionally, and though the *Leader* and a few Moderate vernacular papers acknowledged the forbearance of Government, no support was given to the authorities in the prosecution of the violent Khilafat agitators against whom proceedings were found to be necessary during the year. Government was repeatedly warned that repression would lead to nothing but strengthening of the non-co-operation movement. The disabilities of Indians in the Dominions and Crown Colonies were treated almost entirely as a racial matter; and retaliatory measures were urged against the white colonists. Considerable attention was devoted towards the end of the year to the threatened wholesale return of emigrants from Fiji, and to the Government despatch on the subject of the treatment of Indians in East Africa, to which the Moderate papers accorded a fair reception.

The Esher Committee's report was generally condemned on the score of racial prejudice. Its critics asserted that it was designed to make the military supreme, to reserve high posts for Englishmen, and to keep India

in perpetual subjection. The Auxiliary Forces Act was condemned as anti-Indian.

The Extremist papers accorded a considerable measure of support to the workers in the numerous strikes which were a feature of the year, the *Independent* in particular being very fierce in its onslaught on capitalism.

#### 57.—Literary Societies.

(See page 92 of the report for the year 1911-12.)

#### 58.—Arts and Sciences.

(For details see the annual report of the Lucknow Provincial Museum for the year ending 31st March, 1921.)

277. Accessions to the Lucknow Provincial Museum were few in number. They totalled 19 under the head of Archaeology, 41 under the head of Numismatics, 12 under the head of Ethnography, and 60 books, reports, and periodicals for the Library. The most interesting object acquired for the Archaeological section was a brass image of the goddess Chamunda from Hardwar, of superior workmanship and fine finish which attest its early age. The Museum also received as a gift from the Madras Museum several duplicate specimens of prehistoric stone implements. Some 34 coins and seven medals were received for the Coin cabinet, chiefly as presents. There were very few finds during the year to be dealt with by the Coin Committee, and none of the coins found were of any particular interest.

A reduction in the number of visitors from 169,728 to 103,698 was due to the removal of the Museum as a temporary measure. This kept the institution closed to the public from the middle of October to the middle of January. Receipts increased from Rs. 339 to Rs. 367. Expenditure fell from Rs. 28,712 to Rs. 20,627.

### CHAPTER VIII.—ARCHAEOLOGY.

#### 59.—Archaeology.

(For details see the annual report of the Superintendent, Muhammadan and British Monuments, Northern Circle, and of the Superintendent, Hindu and Buddhist Monuments, Northern Circle, for the year ending 31st March, 1921.)

#### Conservation.

278. The amount spent on the conservation of Muhammadan and British monuments in the United Provinces was Rs. 1,22,932, of which Rs. 85,987 were spent on special and Rs. 36,945 on annual repairs. The principal works of special repair undertaken were at Agra and in the neighbourhood, where some Rs. 28,000 were spent towards restoring the missing cloisters on the south side of the Taj fore-court. Some Rs. 36,900 were also spent on the restoration of the ruined east causeway of Akbar's tomb at Sikandarah.

Expenditure on Hindu and Buddhist monuments amounted to Rs. 2,094. Special repairs were carried out to the temples at Mahoba in the Hamirpur district and to the temples at Brindaban of Muttra district and at Sarnath. At Sarnath the construction of the stone pavillion over the stump of the Asoka pillar which was taken in hand during the year 1919-20 was almost completed.

#### Exploration.

279. Little or no excavation work at Sarnath or elsewhere appears to have been done during the year.

## CHAPTER IX.—MISCELLANEOUS.

## 60.—Ecclesiastical Jurisdiction.

*(See page 94 of the report for 1911-12.)*

## 61.—Ecclesiastical.

280. The year was uneventful.

## 62.—Stationery.

281. The total value of stationery supplied during the year was Rs. 7·67 lakhs against Rs. 8·72 lakhs in the previous year, and Rs. 6·75 lakhs in 1918-19. The value of the stationery issued to the Press was Rs. 5·52 lakhs against Rs. 6·94 lakhs in 1919-20. Other indenting offices show an excess of Rs. 37,534, out of which the Engineering establishments were responsible for over Rs. 20,000.

Stationery.

## 63.—General Miscellaneous.

282. The value of printing executed for the provinces was Rs. 13·97 lakhs. Deducting Rs. 3·31 lakhs for "Reforms" work the balance, Rs. 10·66 lakhs, represents the ordinary printing bill, an increase of Rs. 1·6 lakhs over the previous year which is accounted for mainly by the general increase of pay sanctioned with effect from January, 1920. The volume of ordinary work was about equal to that of the preceding year, with the addition of the publicity department, which was active for the last five months of the year, issuing over 1½ million leaflets and pamphlets in that period. The receipts of the Press fell from Rs. 3·11 to Rs. 3·09 lakhs; the decrease is due to a drop in subscriptions for the *United Provinces Journal*. The Journal commenced the year with a weekly circulation of 42,000. The free distribution list was practically halved in October, and entirely stopped in May, when the edition dropped to 11,550 subscribed copies. There was a marked increase in the number of publications received under the Copyright Act for registration, from 1,661 to 2,049. Of these, 1,412 were original works and the remaining 637 reprints. Benares with 648 publications maintains its position as the leading centre, followed by Allahabad with 384, Lucknow 340, Aligarh 107, Cawnpore 105, Meerut 70, and Agra 62. The price of Indian-made paper was about 10 per cent. lower than in the preceding year, and no difficulty was experienced in obtaining supplies. Since then however, the price has increased and the position is becoming acute. The increases of pay were generally appreciated and the employés of the Press worked for the most part satisfactorily and contentedly.

Government  
Press.









